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COMMUNITY DEVELOPMENT ORGANIZATION

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OF SAN FRANCISCO, INC.

680 BEACH STREET

SAN FRANCISCO 94109

December 29, 1972

Mr. Kenneth Smith
City Manager
City of Richmond
City Hall
Richmond, California

Dear Mr. Smith:

Enclosed is our report, Community Development Organization, for the City of Richmond. This report represents completion of activity by your staff and ours, financed in part by a Comprehensive Planning Grant from the Department of Housing and Urban Development.

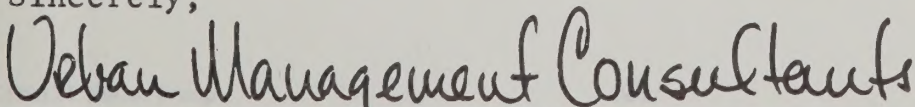
The study found that the capacity to manage Richmond's many operating programs will be improved by establishing a Community Development Division, headed by an Assistant City Manager, reporting to the City Manager. We have detailed the aspects of this recommendation as they affect City policies, City Council and Advisory Board structures, Organization, Staffing and Costs, Personnel Administration, Finance & Control, and timing of implementation.

Each section of this report was delivered in draft and final form to you and key City staff on a sequential basis beginning in July of this year. Thus, this report represents the assembly of a series of products, which Richmond has reviewed, into a cohesive whole. Special attention should be given to the Resume of Recommendations preceding the report, as it lists each major recommendation and the report page on which it is explained - thus providing a guide to the detailed contents of our report.

As you know, we stand ready to review the contents of this report with you or the City Council as you may desire. By mutual agreement, we will deliver concurrently one copy of this report to the Department of Housing and Urban Development.

Please convey our thanks to your staff for their cooperation - we found them willing and anxious to participate in the growth of City capability. Of course, without your personal commitment and guidance, this major step in Richmond's development could not have occurred.


Sincerely,



URBAN MANAGEMENT CONSULTANTS
OF SAN FRANCISCO, INC.

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RESUME OF RECOMMENDATIONS

This brief section summarizes our major recommendations by chapter. It should serve as an introductory overview and is indexed to serve as a guide to the location of detailed discussion of each recommendation. Because many items are interrelated, we advise against reading only this section. The interested reader with limited time should note the Introduction and Chapters I and II for a basic grounding in the major recommendations, referring, as time allows, to the more detailed Chapters III to VII.

Major Recommendations

City Policy

1. Richmond should revise its Council Committee structure to simplify analysis of policy issues and should delegate more responsibility to reorganized advisory boards. (C-1)
2. Richmond should develop an Expanded General Plan, including Social and Economic Elements. (C-2)
3. Richmond should develop a Statement of Goals and Priorities as part of the Expanded General Plan. (C-3)
4. The Present Capital Improvement Plan should be expanded into a Six Year Development Plan. (C-3)
5. Each Department, and the City as a whole, should prepare an Annual Operating Plan. (C-5)

6. A clear distinction should be made between long-range and short-range planning. (C-5)
7. The Council and Manager must commit to a rigorous process of establishing planning and control procedures. (C-6)
8. The City should begin a thorough analysis of the future role of the Model Cities program. (C-6)

Organization

1. Group Departments functionally into Community Development, General Government, and Staff. (O-2)
2. Delegate day-to-day decision-making to the level of Assistant City Manager and below. (O-4)

City Manager's Office

1. Emphasize the executive responsibility of the City Manager. (O-8)
2. Provide line operational aid (Assistant City Managers) to the City Manager. (O-9)
3. Establish a Management Services Group to support the City Council and Manager's office. (O-9)
4. Designate one person in the Manager's office with specific responsibility to provide staff services to the City Council. (O-10)
5. Delegate to the City Manager the authority to hire and fire the Redevelopment, Housing, Port, and CEP Directors, along with all other Department Heads. (O-23, 24, 27)

Community Development Operations

Group Community Development into four line operating Departments (Economic Development, Manpower and Social Services, Redevelopment, and Housing), one staff group (Community Relations), and the existing Model Cities program (CDA); all reporting to an Assistant City Manager for Community Development. (O-14)

Community Relations

Transfer the Model Cities Citizen Participation staff (subject to detailed Staffing Recommendations) to become the Community Relations Staff group. (O-17)

Economic Development Department

Establish this Department as an expansion of Port Development activities to more accurately reflect the duties and functions being performed. (O-19)

Manpower and Social Services Department

Establish this Department to directly supervise the CEP and other Manpower programs and to maintain close City coordination with local, County, State, and Federal agencies operating social programs or schools within Richmond. (O-21)

Redevelopment Department

1. Designate the Redevelopment Agency as an official City Department. (O-24)
2. Transfer the present Community Services/Information Division to the new Housing Department as the nucleus of the Housing Information and Counseling Section. (O-26)

3. Assign all City Land Agent functions of property acquisition and disposition to the Real Estate Section. (O-26)
4. When appropriate, transfer accounting functions to City Finance. Maintain Project financial planning and cost performance monitoring in the Fiscal Section. (O-26)

Housing Department

1. Consolidate the Richmond Housing Authority, the Home and Neighborhood Improvement Center, and the Urban Renewal and Conservation Section into a single, official City Department. (O-27)
2. Divide the Housing Department into five sections:
 - Property Management/Tenant Relations
 - Housing Development
 - Housing Information & Counseling
 - Rehabilitation and Conservation
 - Fiscal

(O-29, 30, 31)

Planning Department

1. Centralize all planning functions in the City Planning Department. (O-33)
2. Divide the Planning Department into three sections:
 - Ordinance Administration
 - Plans Development
 - Research and Evaluation

(O-34, 35 36)

Staffing

Community Relations

1. Upgrade Community Relations Specialist I to II level job. Fill vacant CRS II positions. (S-7)
2. Fund staff with CDA funds through 1974. (S-7)

Economic Development Department

1. Establish the position of Economic Development Director, funded from Port revenues. (S-13)
2. Assign a single individual to serve as both Economic Development Director and Port Director until Port development justifies a full-time director. (S-16)

Manpower and Social Services Department

1. Establish the position of Manpower and Social Services Director, funded by CEP and Emergency Employment Act funds. (S-17)
2. Establish the function and position of Social Services liaison. (S-19)

Redevelopment Department

1. Immediately fill the vacant Administrator's position as Redevelopment Director. (S-28)
2. Transfer the Community Services/Information Division staff to the new Housing Department. (S-30)

3. Establish the position of Administrative Services Assistant. (S-30)
4. Establish the position of Senior Accountant. (S-31)
5. Delete the Project Maintenance Aide position. (S-31)

Housing Department

1. Establish the following positions: (S-47ff)
 - Housing Director
 - Tenant Relations/Property Management Chief
 - Housing Development Chief
 - Housing Information Chief
 - Leased Housing Program Manager
 - Administrative Assistant
 - Occupancy Officer
 - Maintenance Foreman
 - Maintenance Mechanic
 - Maintenance Laborer
2. Delete the following positions: (S-47ff)
 - Housing Authority Director
 - Director, Home and Neighborhood Improvement Center
 - Community Services Chief (RRA)
 - Leasing and Occupancy Officer (RHA)
 - Maintenance Man (5) (RHA)

- Housing Aide (HNIC)
 - Draftsman (2) (HNIC)
 - Conservation Supervisor (City)
 - Intermediate Steno-Clerk (City)
3. Make the following position transfers into the Housing Department: (S-47ff)
- HNIC Housing Specialist, Housing Financial Specialist, Steno III, and Intermediate Typist to the Housing Development Section
 - Conservation Representatives (3) and Intermediate Clerk Typist from the City to the Rehabilitation and Conservation Section
 - Tenant Relations Aide (2) from Housing Authority to the Tenant Relations/Property Management Section
 - HNIC Housing Construction Advisors (2) and Clerical Aide to the Rehabilitation and Conservation Section
4. Change the following position titles and duties: (S-47ff)
- HNIC Administrative Aide to Rehabilitation Grants Coordinator
 - HNIC Drafting Delineator to Paint Grants Coordinator
5. Establish a Fiscal Section for the Housing Department by combining the Housing Authority (RHA) and HNIC Accounting staffs. (S-47ff)

Planning Department

1. Fill the vacant Assistant Planning Director position and retitle it Assistant Director for Plans Development. (S-61)

2. Consolidate Urban Design and Zoning activities into an Ordinance Administration Section. (S-61)
3. Transfer the Research and Evaluation Section from the CDA to the Planning Department. (S-61)
4. Apply flexible staffing principles to the Planning positions, creating four positions of Associate/Assistant Planners. (S-62)
5. Add one Assistant Planner position. (S-62)
6. Assign planning trainees to specific planning sections. (S-63)

Management Services Group

1. Establish the following positions: (S-66)
 - Senior Management Services Analyst
 - Management Services Analyst (2)
2. Fund the positions as follows: (S-67)
 - Senior Management Services Analyst - City funds
 - Management Services Analyst - CDA funds
 - Management Services Analyst - Port revenues

Personnel

Prior to Any Consolidation

1. Revise the City's Personnel rules sufficiently enough to enable carrying out Affirmative Action policies

as passed by the City Council.(P-10)

2. Combine the classification and compensation plans of the four existing systems to provide:
 - standard specifications,
 - salary equity,
 - classification parity,
 - equity of minimum qualification requirements,
 - uniform compensation. (P-11)

During Consolidation

1. The City Council, based on the recommendations of the City Manager and Personnel Director, should adopt a resolution establishing a unified Personnel system within the City. (P-12)
2. Analyze the Personnel activities and workload of Model Cities, Redevelopment, and Housing, and make appropriate transfers to the City Personnel Department in order to avoid duplication of activities. (P-13)
3. Consolidate the Personnel records for each system in the City Personnel Department. (P-13)
4. Bring all employees of the Model Cities, Redevelopment and Housing Agencies into the City Civil Service System and provide them appropriate status under that system. (P-13)
5. Examine and modify the internal organization, staffing, and procedures of the City Personnel Department as appropriate to absorb the additional workload represented by the consolidation. (P-14)

After Consolidation

1. Revise Article XIII of the City Charter to provide more flexibility in personnel administration. (P-15)
2. Review and revise the City's Personnel Rules. (specific recommendations are detailed on P-15,16)
3. Seek Charter revisions to redefine the role of the Personnel Board. (P-17, A-14)

Finance and Control

1. Do not consolidate financial systems at present, due to lack of middle management in the City Finance Department. (F-5-10)
2. Maintain accounting responsibilities with existing program areas for the present. (F-11)
3. Utilize the Management Services Group to assist the development of financial management and coordination activities in City Finance. (F-11,12)
4. Add at least two experienced financial planners with program budgeting capability to the City Finance staff. (F-13,14)
5. Direct City Finance to strengthen its present capability to provide management decision-making information to the City Council and City Manager. (F-14,15)
6. Direct City Finance to more closely coordinate the financial management and planning function with the City planning process. (F-16,17)

Advisory Boards

1. Consolidate Council Committees to four, to allow greater time for study of issues. (A-8-11)
2. Conduct all City business in a single Monday-night meeting, rather than several sequential meetings. (A-11,12)
3. Revise the Citizen group structure to provide three "Commissions" with significant operating responsibilities (Personnel, Planning, Community Development) and three advisory "Boards" to provide (Public Safety and Public Works, Human Relations, Cultural Affairs). (A-13-33)
4. Strengthen the Neighborhood Council concept, City-wide, with staff assistance from the Community Development Division, to provide geographically balanced review and analysis of issues. (A-22-24)

INTRODUCTION

INTRODUCTION AND SUMMARY OF FINDINGS

Introduction

The growing complexity of urban problems has created an accompanying need for effective solutions to those problems. Changes in management techniques, reassignment of functions, and major decisions on redirection of city policies and growth are necessitated and often induced in order to deal with issues.

The cost of reacting in this changing environment falls heavily upon the medium-sized city (50,000 - 250,000). These cities are large enough to encounter all of today's major urban problems, often in magnitude out of proportion to their population, but are too small to realize the scale economies available to a metropolis in staff and management costs. Compounding the problem is the unwillingness of most citizens to finance additional city expenditures through expansion of traditional taxes. (Richmond suffers this very problem today -- having apparently reached the effective ceiling on property tax rates while faced with a valuation base of questionable growth potential.)

State and Federal governments have begun a process of assistance to local general purpose governments. States have done so through return of collected taxes (gasoline, cigarette, etc.)

to the jurisdiction in which they were incurred and through limited assistance to urban development. The Federal government began extensive involvement in assistance to local governments with passage of the Housing Act of 1949 and predecessor legislation and has continued this assistance -- growing into the present Annual Arrangement programs and potential Community Development Revenue Sharing.

Of particular interest is the growing involvement of the Federal government in assisting urban development -- which may culminate in establishment of "block grant" funding at an early date. Federal involvement has become increasingly broad as it becomes greater in dollar value -- increasing the spectrum of possible uses to which a city may put Federal assistance.

While this assistance has been of great value to the recipients, it has, paradoxically, increased the management problems of medium-sized cities. Many of these cities are now faced, for the first time, with the need to make difficult, political, resource allocation decisions on the priority assignment of dollars against areas of need. These decisions come on top of a growth in areas of need so fast as to have left insufficient time for proper study of those needs.

Most middle-sized cities are governed by part-time City Councils and one full-time executive, who may be Mayor or Manager. Councilmen

have given unselfishly of their time to govern their cities but find increasing demands upon the time they have available. Today's Councilman must hold a job in order to support his family, find time to attend an exhaustive series of meetings -- generally evening sessions, attend workshops, study sessions, and ceremonial occasions, and still find the time to fully educate himself as an urbanologist, fully conversant with the problems, needs, and opportunities facing his city.

Councilmen face two alternatives in resolving this dilemma: become full-time Councilmen at reasonable salaries, or force greater responsibility on the Chief Executive of the City to provide policy-level information, screen out unnecessary decisions, develop alternatives and recommendations, and fully assume all management decisions subject to policy guidelines set by the Council, thus maximizing the utilization of a Councilman's scarcest resource -- time.

The first alternative is unrealistic for most cities which already face fiscal pressures of great magnitude. The second alternative is the subject of this report.

This report creates the basis for a City administrative structure which allows for maximum controlled decentralization of operational management and, consequently, frees the City Manager and certain key staff to work closely with the City Council to assist

them in their elected responsibility of assessing problems, selecting the best among alternative solutions, and ensuring the proper administration of the chosen course.

Summary of Findings

Our organizational analysis determined several strengths which should be retained and strengthened under any organizational structure. Among these are:

- Effective citizen participation in the City policy planning and goal setting process.
- Commitment by the City to the use of external funds wherever possible to leverage limited local dollars.
- Commitment by the City Council and City officials to an aggressive, controlled development of the City, as evidenced by Council participation in Redevelopment and Housing; by willing participation in Annual Arrangements and similar unique funding arrangements; and by aggressive City participation in economic development activities.
- Very capable top management of the City and competent staff at all levels.

Nonetheless, it became clear as our study progressed that certain weaknesses were limiting full development of Richmond's capability by preventing the most effective and efficient use of limited funds to meet plans in priority order. Specifically:

1. Richmond has no single, comprehensive plan indicating the desired development of the City. The General Plan, as required by California law, spells out the requirements for physical development of the City, but is silent on the social and economic development of the City -- areas which will be of increasing importance in years to come.

2. No operational plans are created which indicate necessary steps toward physical, economic, and social goals. Even with a fully developed General Plan, some operational plan must be created to guide planners and operators in designing programs and projects that are shown to serve planned progress toward a goal.
3. Policy-makers (Council) have no access to alternative strategies for development. At present, the City Council typically must make a "yes/no" decision on specific projects brought before it. Seldom is the Council presented with a full statement including background, problem area or goal area, possible alternative solutions, and recommended action. Without having decisions in this format, a part-time Council can have great difficulty in fully gathering all the facts bearing on a decision. Without a plan (above) showing how the decision fits into long-range development, the Council is even more handicapped.
4. While long-range planning suffers, short-range planning is duplicated. Virtually every City Department performs the planning function. This is particularly true in the Community Development areas, where whole staffs have been set up which duplicate the proper activities of a City Planning Department. Meanwhile, the Planning Department has an excessive workload of short-term analyses of relatively minor issues and has been unable to create long-range plans effectively or to supervise or assist other departments in creating appropriate plans. This division of work and use of the planning process has seriously hindered administrative control and coordination within the City.
5. No effective budgeting process exists in most City Departments. Budgets, to be useful, must present information in form and in sufficient detail to be useable by Management for decision-making, allocation of resources, and tracking of operations. Present yearly City budget requests break costs into simple account lines and state a very general work program. Seldom is any attempt made to clearly identify planned costs with specific programs or projects and there is little indication that budget requests are based on objective estimates of the projected workload. Rather, the budgeting process appears to take for granted the validity of last year's request as a starting point, varying only slightly in magnitude. There is no way to assess the appropriate changes in workload or expenditure level.

6. No organized program evaluation capability exists in Richmond. With the exception of Model Cities, where the process is in its infancy, the City of Richmond has no objective process for determining if its funded programs or services are meeting their planned performance goals or whether the programs or services were inappropriate and should be discontinued in favor of other activities. Two aspects are involved here; first, Departments are not required to set performance goals on activities so no measurement of success is possible. Second, even if such were possible, no person or group in the City is presently set up to perform such evaluations.
7. Excessive administrative loads are placed on the City Manager. With responsibility for some thirteen City Departments reporting directly to him, and a total of sixteen persons (not including clerical) whom he must supervise, the City Manager is unable to focus on the most important aspects of his job. This has forced him to postpone long-term planning and problem analysis and has hindered the delivery of staff support to the City Council in order to meet day-to-day operating needs.
8. No clear distinction has been made between line operations and support services. With thirteen Departments, equal in status and with obvious duplication in planning, financial and personnel activities, it is no longer possible to identify those departments which operate programs and those which provide support. This has led to confusion and complaints by all Department heads of excessive time spent in a continuing series of "coordinating" and project-oriented meetings.
9. The present financial system does not provide useable management information. This finding will be detailed in a full section on the financial system to follow. The organizational study alone indicated that performance goals are not generally set for Departments or programs; budget reports provide only the amount of "year-to-date" expenditures with no indication of "planned-to-date" expenditures or other information for comparing actual to planned expenditures; and the existing line item structure, when used as it presently is, cannot readily identify any duplication of costs. These flaws mean that financial control information is not made available to the Council, Manager, or Department Heads in form adequate to support the decision-making process.

10. No single point of contact is maintained with Federal funding sources. Presently, each activity deals independently with its source of funds. The Annual Arrangement has eliminated much of the confusion with one Federal agency by a single application process, but the internal City coordination should be extended to other activities.

Each of these findings reflects a failure of the City to adapt to changing circumstances, growing complexity of operations, and advances in management techniques. In the past ten years, changes have occurred:

- New concepts of service such as Model Cities have called for improved coordination of planning and of program operation.
- New management methods have superceded many existing administrative controls and procedures.
- Increased emphasis on comprehensive city planning, combining services and facilities planning, has greatly increased the workload on traditional planning staffs.

Richmond has indicated its willingness to deal with problems and changes as they face the City. Following sections of this report describe our recommendations for specific action in a number of vital areas.

CHAPTER I
CITY POLICY

CHAPTER I
CITY POLICY

In the course of our analysis, we reviewed in general the process of setting overall City policy. Some of our findings in this area are of a procedural nature and are addressed in Chapter VI, Advisory Boards. However, we found that certain improvements could be made quite easily and quickly which would have a major impact on the ability of the City to deal with future challenges and needs. Several of these recommendations are necessary to set the proper organizational climate for a Community Development structure and several will enhance the decision-making process in general.

We strongly recommend that the City Council commit to these changes prior to undertaking the reorganization which follows.

Recommendations

1. Richmond should revise its Council Committee structure to simplify analysis of policy issues and should delegate more responsibility to reorganized advisory boards.

One of the major weaknesses common to most cities of Richmond's size is the growing pressure on part-time Councilmen to spend increasing amounts of their limited available time on analysis

and decision-making in major, important areas. Councils which, in the past, have been able to maintain close involvement with the day-to-day administration of the City now find that the growing complexity of urban management forces them into a more removed role of directing the activities of a paid City Manager. This problem is made more severe by the increasing degree of Federal and State aid to cities, with its attendant need for carefully considered resource allocation decisions.

This recommendation is detailed in Chapter VI, Advisory Boards. We feel strongly that the Council must establish simpler procedures for developing analyses of issues before it and for maximizing the use of the time available in Committee sessions.

2. Richmond should develop an Expanded General Plan.

In addition to those elements required by California law, the City of Richmond should develop a General Plan which addresses the social and economic development of the City. This plan should be part of, and expand upon, the present physical development General Plan.

Such a total plan, and the periodic process of revising its component parts, will provide the citizens and City Council

with the opportunity to identify all of the changing needs of the City and to direct City staff and City and other resources toward their solution.

3. Richmond should develop a Statement of Goals and Priorities as part of the Expanded General Plan.

The Expanded General Plan is a statement of the final status of Richmond -- what the City should be at some future time. In order to translate future status into specific actions toward that status, Richmond should create a Statement of Goals and Priorities as a part of the Expanded General Plan.

This plan should address each of the areas in which the Expanded General Plan differs significantly from present conditions. In short program statements, the Statement of Goals and Priorities should indicate the general course of action to be taken by the City in addressing each area; the time span over which problems will be attacked; the specific activities involved; and a general indication of projected dollar cost of each area and the current priority of the activities involved.

4. The present Capital Improvement Plan should be expanded into a Six Year Development Plan.

The Expanded General Plan should indicate each area in which action is needed to improve the City. Each year, the City

should create a Six Year Development Plan which spells out the specific commitment of funds during that period to programs, projects, or capital expenditures toward accomplishment of the Expanded General Plan. The Six Year Development Plan should be updated yearly, based upon changing needs and priorities as well as yearly information on future sources and amounts of funding. The growing need to integrate social and economic planning with traditional facilities and land-use planning should be addressed in the Six Year Development Plan. This should include, by Department, program, and project, the total funds to be spent by the City in each area during the period, including all expenditures on staff and other "constant" operating expenses. Careful attention should be given in this planning to the desirability of allocating funds away from staff to services or facilities.

The Six Year Development Plan will provide, for all activities, the benefits now available only for Capital Improvements.

Specifically, it will:

- identify the future cost implications of current year spending
- budget all City revenues and expenditures over a six-year period
- indicate relative priorities for additional expenditures or reductions subject to revenue changes
- provide a detailed guide to yearly planning of operations

5. Each Department, and the City as a whole, should prepare an Annual Operating Plan.

Each year, every City Department should prepare an Annual Operating Plan, which will be a detailed description of the services and/or facilities which that Department will provide during the year. It should contain specific performance objectives and expenditure projections as an integral part. These plans should state how each Department will meet its obligations under the Six Year Development Plan and how it will provide normal, continuing services. The Planning Department should be assigned responsibility for preparing a City-wide Operating Plan for the Manager's submission to the Council as part of the budgeting process and should coordinate the Departmental planning process, assisting where appropriate.

6. A clear distinction should be made between long-range and short-range planning.

Development of the Expanded General Plan, the Statement of Goals and Priorities, and the Six Year Development Plan should be the responsibility of the Planning Department, subject, of course, to input from other departments and to review by the Council and Manager. The Annual Operating Plan, however, is the responsibility of each Department, and the Council and Manager must ensure that Departments develop sufficiently detailed plans to make the planning and control process effective.

Particularly during the first year, Departments may require assistance in structuring their plans.

7. The Council and Manager must commit to a rigorous process of establishing planning and control procedures.

We feel strongly that Richmond must create a more thorough planning system and a control system which enables each Department to be measured against specific performance objectives. Only in this way can the Council and Manager really determine if progress is being made toward established goals. However, the proper organizational climate must be established for this to occur smoothly and indications from the Council and Manager that they are united in, and committed to, this process will go far toward properly motivating other City employees.

8. The City should begin a thorough analysis of the future role of the Model Cities program.

Richmond CDA will be funded through late 1974. At this writing, there are no clear indications as to the Federal intent for such programs. Within Richmond, however, the CDA has served a valuable purpose of service to a specific area and a specific group of citizens. Additionally, the CDA has developed certain skills which we recommend in this report be transferred to or developed by City Departments.

We feel the City should take advantage of the time available by beginning an early study, in such fashion as the Council deems appropriate, to determine the potential future for this or similar programs, under present or future funding sources, and the proper form and service areas (both physical and program) for such activities.

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Adoption, in fact and in philosophy, of the changes inherent in the above recommendations will, in our opinion, be a most meaningful step toward development within the City of a government structure which can carefully evaluate, plan, and control the activities for which citizens pay.

Additionally, adoption of the changes above will create a climate of success for the City's implementation of the functionalized organization structure and decentralized management described in following pages.

CHAPTER II
ORGANIZATION

CHAPTER II

ORGANIZATION

Overall City Structure

Our investigation of the City organization structure led us to several general but inescapable conclusions that we feel represent serious problems which must be resolved if the City expects to deal effectively with today's and future needs and programs.

- Each program or Department, when created, has been assigned directly to the City Manager's Office for control.
- The Assistant City Manager position, created several years ago, has eased the administrative workload of the City Manager but, until recently, has not been used to delegate responsibility for Department control.
- Growth of a new group of urban development programs has created a major functional area of City responsibility, in addition to the traditional General Government functions.
- The Manager's Office has not had time to develop the capability for creatively serving the City Council with staff analyses of issues and with general services while also carrying out its responsibility to manage the City's operations.
- Nowhere in the City organization has a capability been established to explore new management techniques, train City staff in their use, and provide objective analyses of program and project plans, budgets, and success to the Council and Manager.

This section deals with structural recommendations intended to resolve those specific problems.

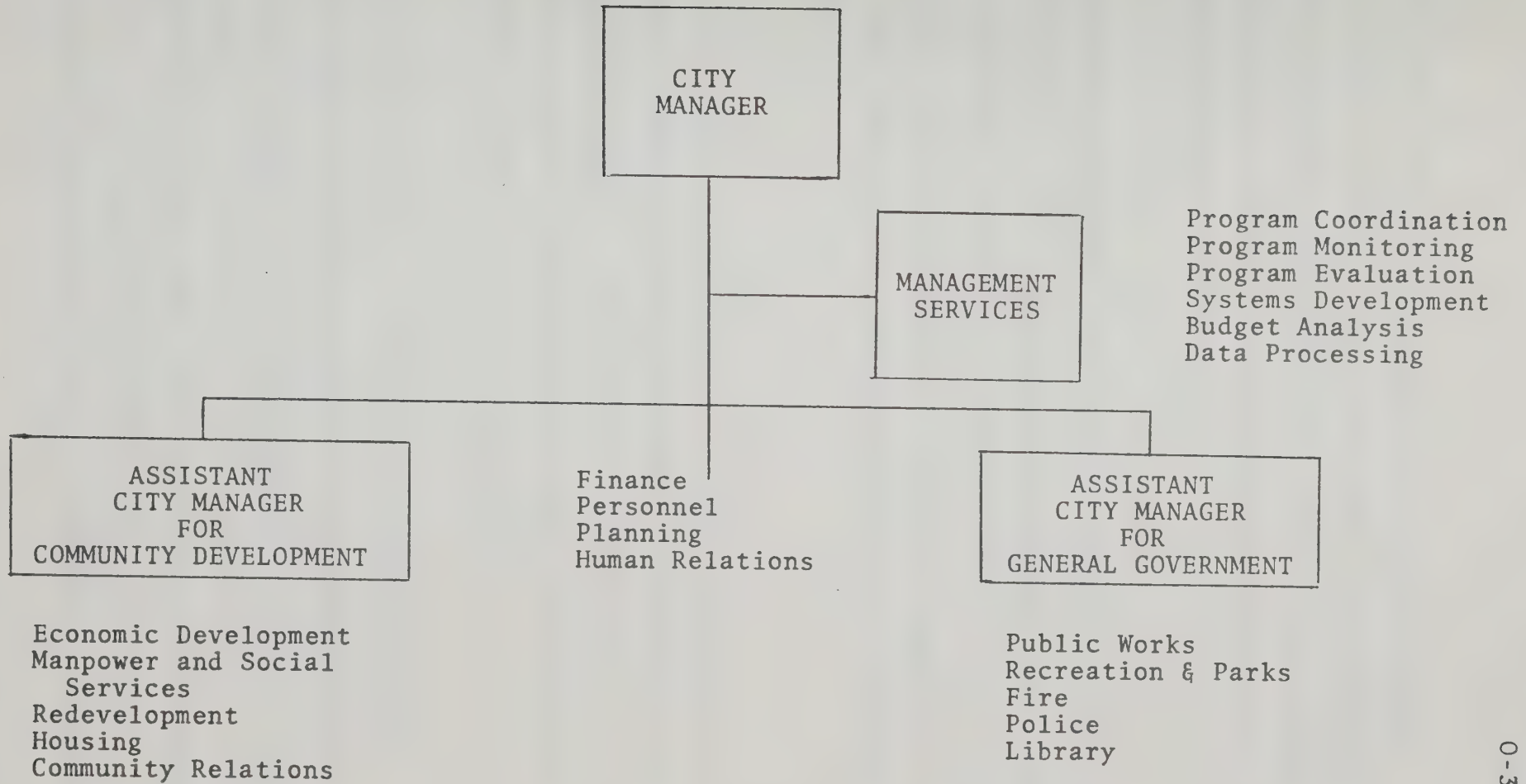
We recommend the City group its Departments
and functions as indicated in Exhibit O-I.

This grouping, which takes into account the City's previous implementation of our recommendation to hire a second Assistant City Manager, should be accompanied by delegation of responsibility for the functional supervision indicated to each Assistant City Manager, making them clearly line officers rather than staff assistants.

The grouping in Exhibit O-I supports the logical functional assignment of activities and reduces the direct administrative load on the Manager by delegating specific operational aspects to the Assistant City Managers. Additionally, it clearly separates line operations (Community Development and General Government) from the staff functions (Planning, Finance, Personnel, and Human Relations) which serve all City Departments. A final benefit to the City is the addition of a small Management Services staff to the Manager's office. This group, described in more detail in following sections, will provide needed analytical capability in appropriate management techniques and will increase the capacity of the Manager's Office to serve the Council.

EXHIBIT O-I

RECOMMENDED OVERALL CITY STRUCTURE



We believe this structure to be appropriate for the City of Richmond now and in the future. The principles of grouping functionally similar activities and assigning adequate supervision can be used to add and subtract activities and/or Departments as relative emphasis changes in the future.

We anticipate that Richmond will continue the excellent coordination among Departments which has existed in the past. The revised organization structure, however, will allow administrative responsibility and supervision of related activities to supplement this and reduce, where possible, the redundant time spent in coordinating meetings.

In addition, this structure is designed to allow Richmond to respond to changing funding or program emphasis by adding or subtracting operating elements -- the necessary administrative structure need not be revised, thus no significantly increased overhead costs should be necessary as programs change.

To enable this structure to function to its fullest potential, the City Council and City Manager must take conscious actions to force day-to-day decision making to the level of Assistant City Manager and below. As the process of setting performance goals and budget standards is developed, this delegation will be enhanced. However, from the beginning, Assistant City Managers should assume responsibility for the operations of Departments under them.

The City Manager, once freed from the present day-to-day administrative assignments, should direct his efforts to providing adequate and thorough information to the City Council, to assessing City needs and guiding the development of plans to meet those needs, to assessing and overcoming management weaknesses in the City, and to interpreting to City staff the policies set by the Council and ensuring that those policies are carried through.

City Manager's Office

The City Charter of Richmond assigns policy-making authority to a nine-member elected City Council and operational authority to a full-time City Manager. Serving at the pleasure of the Council, the Manager is the chief executive officer of the City and is held responsible for all City activities except the City Clerk and City Attorney, who report directly to the Council.

The Manager appoints most Department heads -- at present, Redevelopment and Housing are Council appointments -- and indirectly appoints all employees. He can remove any non-Classified staff member. The City Charter specifies certain duties of the Manager:

- Prepare the budget annually and be responsible for its administration after adoption;
- Submit a yearly financial and administrative report;
- Advise the Council of the financial condition and *future needs of the City* and make such recommendations as may seem to him desirable. (Emphasis added)

At present, thirteen Department heads and three key assistants report directly to the Manager. It has been traditional in Richmond for Department heads to report directly to the City Manager. The present single Assistant City Manager has not been used in a line supervisory capacity and Assistants to the City Manager are seldom used for extensive analysis of activities.

We found it necessary to review carefully the role of the City Manager's office in City Administration to determine whether the capabilities of that office could be improved.

Findings

1. There is an excessive administrative workload on the City Manager. The City Manager will always retain the responsibility for operations of the City government. However, the growing complexity of operations and the diversity of programs and funding sources requires the City Manager to delegate much of the day-to-day authority to subordinates. At present, the decision process is overly centralized to the extent that too many minor operating decisions are made at the City Manager's level and valuable time is taken from those major inter-departmental problems or City policy decisions which only he can address.
2. Insufficient time is available for attention to long-term needs. This is a general finding for the City as a whole. For many reasons, Richmond has paid too little attention to assessing its long-term needs and formulating plans and strategies for addressing those needs. This responsibility should be borne by the City Manager, with the primary assistance of the Planning Department.

3. The Manager's office is insufficiently staffed to be able to provide the Council with analyses of needs, plans, programs, and progress. As mentioned in an earlier section, the Council, not having full-time available to devote to City business, must carefully budget its efforts. The absence of thorough staff analyses of issues coming to Council committees has caused some frustration and confusion. It is our strong feeling that the Council will find itself more efficient and effective if the Manager's office can increase the spectrum of analysis provided to the Council.

Recommendations

1. Emphasize the executive responsibility of the City Manager. This role, given by the Charter, should be confirmed by stressing the responsibility of the City Manager as a decision-maker -- to direct and review City operations; as a planner -- to review the City's needs and recommend appropriate actions; and to advise the Council on internal City issues of which it should be aware or on which it should act.
2. Provide line operational assistance to the City Manager. The two Assistant City Managers should be delegated the authority to oversee the operations of the departments under them. This does not envision a diminution of the Manager's responsibility for operations but is intended to reduce his span of control to more effective dimensions.

3. Retain certain City staff functions reporting directly to the City Manager. The functions of Planning, Finance, Personnel, and Human Relations serve all aspects of the City and should not be combined with line operations. This distinction between staff support and line operations was noted as presently weak in Richmond and should be enhanced by this step.

4. Establish a Management Services Group to support the City Manager's Office and the City Council. This group should be a small but capable staff, whose efforts will be devoted initially to developing the necessary management tools needed to plan, manage, and evaluate Community Development activities.

The group should possess skills in:

- program monitoring,
- program coordination,
- budget analysis,
- systems development, and
- data processing,

though, clearly, an individual person may provide more than one of these skills to the group.

The Management Services group should provide information to the Assistant City Manager for Community Development and to the City Manager which will enable them to control the operations and plans of the Community Development Division. The group will also bear primary responsibility for staff assistance to the implementation of the full restructuring of the

Division as outlined in our full report, and for developing a management system which will provide the capability to inform the Council as to the proper activities of the Community Development Division.

As an additional assignment, this group should be available to provide internal technical assistance to General Government departments whenever their skills or techniques would be desirable.

The Management Services Group will work closely with the Planning Department in the development of plans and programs and will provide direct assistance in the development and analysis of the Six Year Development Plan and Annual Operating Plan.

5. Designate one person in the Manager's office with specific responsibility to provide staff services to the City Council.

Increasing the effectiveness of City Management can depend in large part on the adequacy of information presented to the City Council for decisions. While the City Clerk presently performs the service of coordinating Council business, and the City Attorney advises on legal matters, no person in the management of the City is designated to ensure that City presentations to the Council are complete and accurate and fully explain the reasons for and against any recommended action.

Additionally, presentations and information should be given to the Council in a standardized format, whenever possible, to enhance thorough understanding and facilitate decisions.

Although we recommend that the City Manager should shift his attention to longer term issues and problems, he must remain in close contact with all line and staff operations. Through his supervision of the Assistant City Managers and the staff functions, through the information available from the Management Services Group, and through his continued conduct of Department Head meetings and participation in other appropriate meetings, the City Manager should maintain close touch without the present burden of unnecessary administrative and operating detail.

Community Development Operations

"Community Development" has been defined in Richmond as including those functions which change for the better the character, appearance, or well-being of the City or its residents. A distinction is made from "General Government" which, for purposes of this report, includes those functions which maintain and protect the current state of the City -- though we recognize that each of these definitions is over-general. At present levels, Richmond operates some \$16 million of Federally-supported programs and, while not all of these have been brought into Community Development, the majority are closely related and can be centrally managed.

The guiding principle behind designing a structure for Community Development has been to group activities together whenever their functional purpose was similar or the service performed or recipient was common to more than one activity. The present "Community Development Organization", a coordinating committee meeting twice monthly, has attempted to develop a similar functional delegation of work and control. In fact, many of our recommendations carry that same concept and alignment to a more effective level.

Functional organization of operating programs provides a number of advantages:

1. Effective management accountability and control through:
 - clear lines of responsibility
 - adequate delegation of authority
 - reasonable span of control
2. Enhanced coordination among similar and interrelated operations.
3. Reasonable separation of long-term planning and near-term execution.
4. Improved coordination with external groups and funding sources.

Recommended Organization Structure

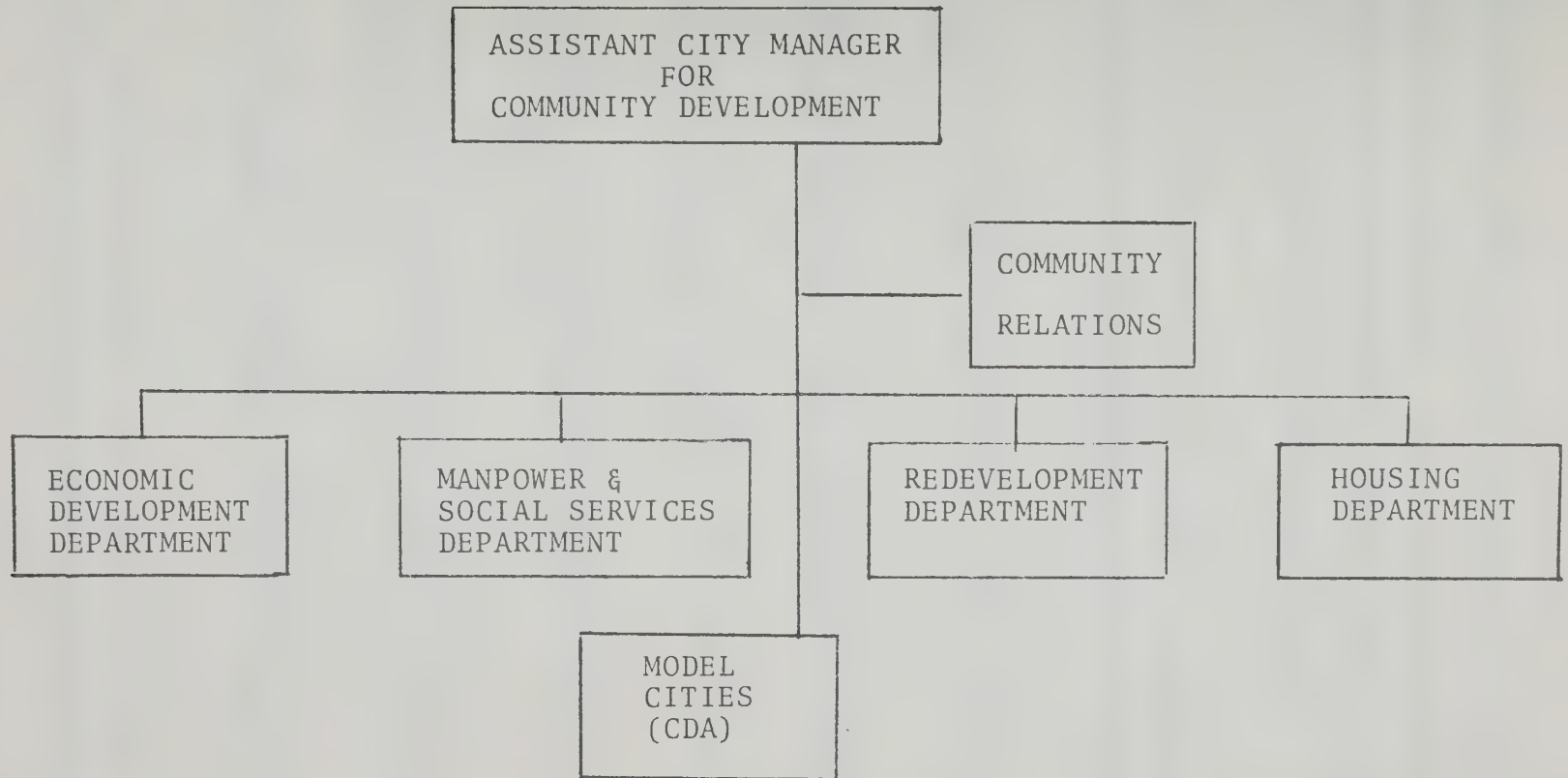
In response to the major organizational problems discussed earlier, and the desire to retain existing strengths while moving to functional organization, we recommend that Community Development Operations be grouped into four line operating departments, one staff department and the existing Model Cities program (CDA), all reporting to an Assistant City Manager for Community Development. The assignment of activities (Exhibit O-II) represents our judgment as to the most effective groupings, considering functional relationships, services performed, workload, project operations, and relationships with external groups.

We recommend assignment of a Community Relations staff group to the Assistant City Manager to provide, in one location, the ability to plan and direct citizen involvement in neighborhood and City-wide facilities and service planning. While line departments will retain the responsibility for preparing and presenting items for discussion by citizens, the staff group will coordinate all Community Development citizen meetings and other forms of communication in both directions between citizens and the City.

As noted earlier, no final decision has been made as to the future of Model Cities. We recommend the integration of certain programs and capabilities into the City proper; others will become self-supporting or will be supported by continued funding. Timing of

EXHIBIT O-II

COMMUNITY DEVELOPMENT DIVISION



any of these changes has not yet been finalized. We recommend that, for continuity, the Model Cities program report directly to the Assistant City Manager for Community Development until such time as each of its programs has been dealt with.

Within the City organization, we recommend that the Assistant City Manager for Community Development perform the following functions:

- Direct the planning, monitoring, and evaluation of Community Development operations, with help from appropriate staff.
- Direct the operation of all Community Development Departments and resolve any operational problems which arise.
- Coordinate the annual planning of operations of each Department reporting to him.
- Coordinate with the City Manager and Assistant City Manager for General Government on the resolution of major City problems and issues.
- Ensure that Departments reporting to him coordinate with appropriate General Government Departments as often as necessary.
- Supervise the development of meaningful program budgets and performance objectives which meet community needs.

In following sections we discuss the units reporting to the Assistant City Manager for Community Development (see Exhibit O-II).

Community Relations Staff Group

Each of the Departments created under Community Development brings with it various requirements for citizen participation in the decision-making process. In addition, the ad hoc "Community Development Organization" (CDO) staff coordinating mechanism now in place has been using the Neighborhood Council structure very effectively as a review of projects concerning a given neighborhood.

Citizen participation requirements for Federal and local programs will continue under any City structure and we recommend in Chapter VI that participation be increased and strengthened to assist the City Council in its overall government role.

To facilitate the operation of citizen participation mechanisms, we recommend formation of a Community Relations staff reporting to the Assistant City Manager for Community Development. This group can be established by transferring the existing CDA citizen participation staff to the Community Development Division (subject to the Staffing recommendations made in that section) while broadening their role beyond the Model Cities programs.

This group will be responsible for the following activities:

- Developing and maintaining a schedule of all citizen meetings related to Community Development.

- At the request of the group or meeting chairman, assisting in organizing and publicizing the meeting.
- Representing the Assistant City Manager at all such meetings.
- When specific discussions are to be held, ensuring that appropriate City staff members are present at citizen meetings.
- Coordinating all required citizen reviews of Federal program applications and performance.
- Establishing an active program to coordinate all Community Development citizens meetings with City Boards and Commissions.

We recommend that the CDA fund the cost of this staff during the remainder of the CDA's funding period (through 1974) and that this staff continue to perform citizen participation functions for the CDA in addition to other Community Development duties.

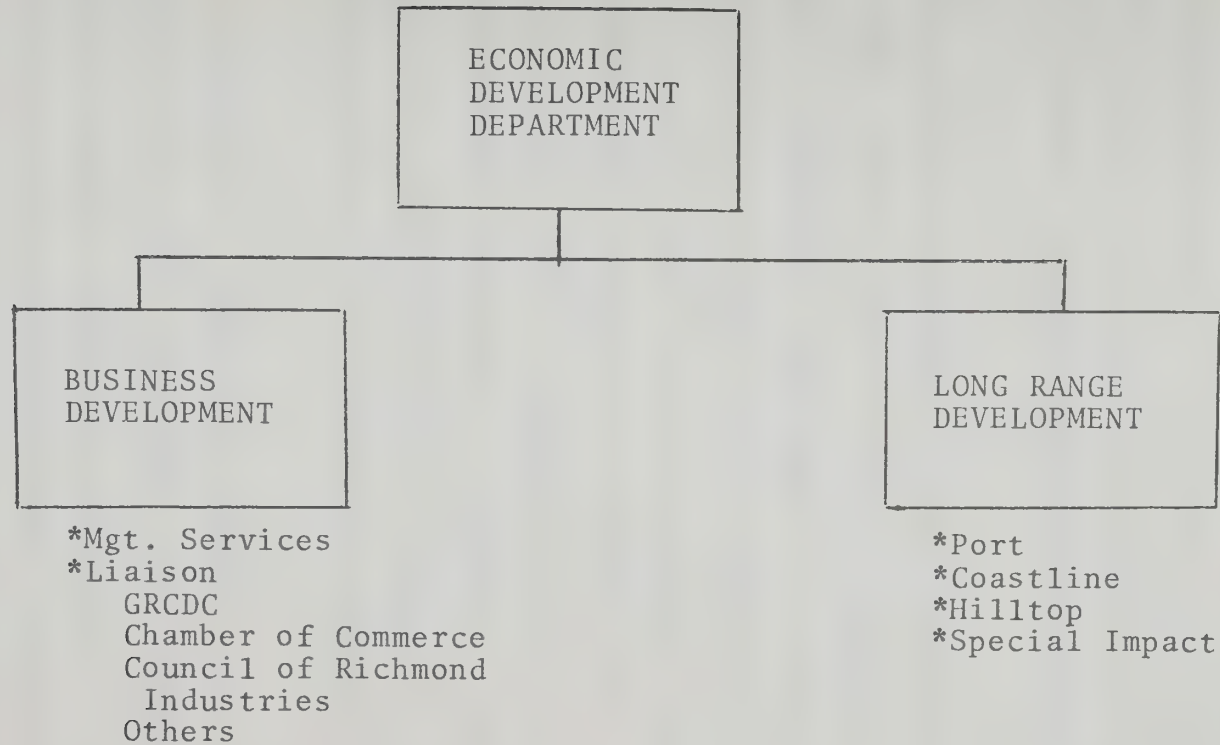
Economic Development Department

This unit will operate present port activities and will bear responsibility for actions which lead to any future development of the Richmond Port. The Department will be charged with coordinating the development and updating of the overall Economic Development Plan, and for representing the City in the initial discussion of any projects which develop from that Plan. The Department will take over contractual supervision of the Richmond Management Services Corporation and will provide such assistance as is appropriate in assisting that project to become independent and self-supporting.

The Economic Development Department will develop, with the Planning Department, any economic growth forecasts and/or plans which are necessary for the City planning process. The unit will provide the City's primary liaison with the local business community and with all State and Federal agencies involved in Economic Development. Creation of this Department (see Exhibit O-III) reflects the need to provide a specific unit with the direct responsibility for coordinating the operational process of encouraging economic growth within the outlines set forth in the Expanded General Plan. The City should be prepared to expand this Department as future development of the Port warrants.

EXHIBIT O-III

ECONOMIC DEVELOPMENT DEPARTMENT



Manpower and Social Services Department

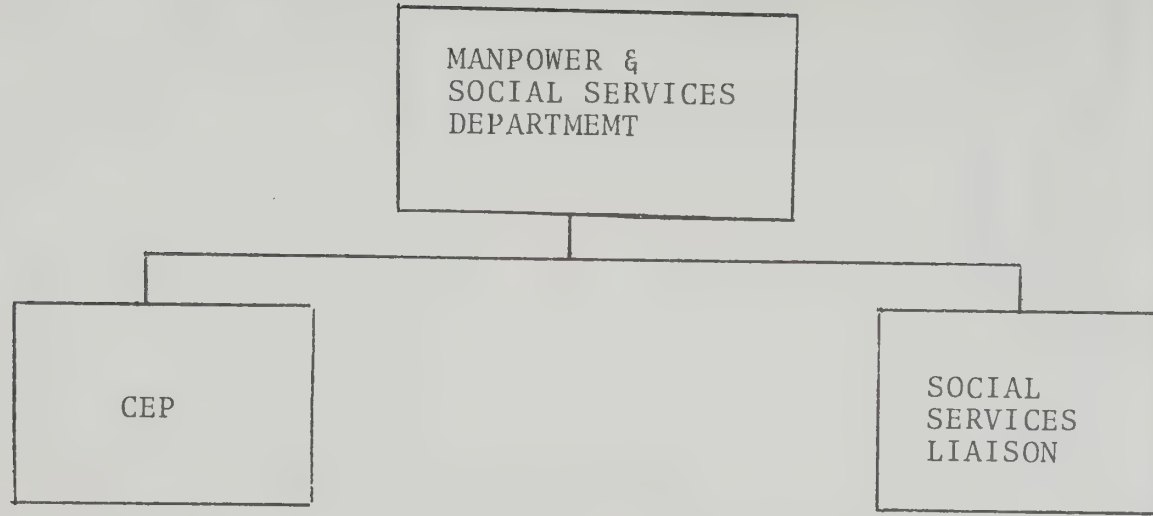
Central to the establishment of this Department (see Exhibit O-IV) is a need to establish a point, under the direct supervision of City management, where all programs dealing with the personal development of Richmond citizens can be coordinated.

This department assumes operation of the Concentrated Employment Program and close liaison with the Public Employment Program, funded through the Emergency Employment Act, which will remain the responsibility of the City Personnel Department. Additionally, staff of this department must be capable of preparing, with the Planning Department, a detailed statement of present needs and future goals as part of the Expanded General Plan. Should comprehensive manpower legislation or manpower revenue sharing become reality, this Department must be prepared to provide operational planning capability and program management.

In addition to operation of manpower programs, this Department will have responsibility for providing liaison with Federal, State, and County agencies which deliver social services to Richmond residents and for ensuring proper coordination between those agencies' plans of service and the City's program plans.

EXHIBIT O-IV

MANPOWER & SOCIAL SERVICES
DEPARTMENT



Personnel Authority

The power to appoint and remove the CEP Director and other staff should be transferred to the City Manager, in keeping with the designation of this as a City Department. The City Manager may wish to confer with representatives of the groups receiving service prior to making appointments.

Redevelopment Department

We recommend establishment of Richmond Redevelopment Agency as an official City Department. This would complete the integration into the City begun when the City Council declared itself to be the Agency (Richmond Ordinance 21-70 N.S.). Assignment of the Redevelopment Agency to Department status should not, however, change the legal status of the Agency as defined in Section 33100 of the Health & Safety Code of California (Community Redevelopment Law). Agency powers will remain with the members of the City Council acting as an Agency, but administration of the Agency and its programs will be the responsibility of the City Manager.

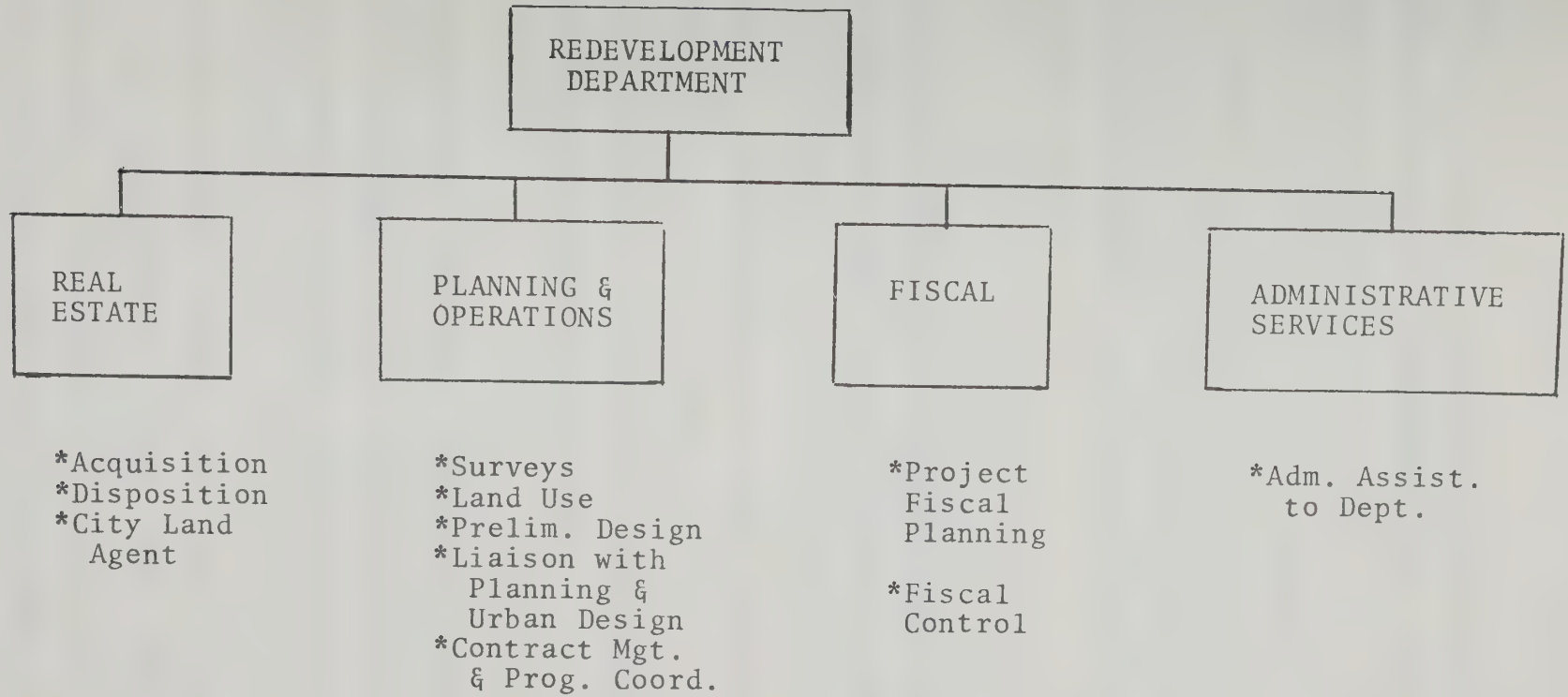
Personnel Authority

In creating Redevelopment as a City Department, under the administrative responsibility of the City Manager and his Assistant City Manager for Community Development, the power to appoint and remove all employees of this Department (Agency) should be continued as a responsibility of the City Manager, through specific amendment of Ordinance 21-70 N. S., if necessary.

Assignments and Organization

The Redevelopment Department will continue to function as at present, surveying areas and operating projects and connected activities, with the following changes (Exhibit O-V):

REDEVELOPMENT DEPARTMENT



1. Transfer of the present Community Services/Information Section to the Housing Department as a part of the Housing Information and Counseling Section. The present unit performs relocation services as needed in Richmond. All relocation under Community Development projects should be coordinated by this Section, although assistance will often be given by task forces assembled from several Departments to assist a particular project.

2. Inclusion of present City Land Agent functions of property acquisition and disposition in the Real Estate Section. This Section should become more closely involved in project management, planning work elements, and measuring results against planned time and costs. It will continue all its present functions, including surveys, preliminary design, and land-use planning for project areas.

3. When appropriate, transfer accounting functions to the Finance Department. Leave Project financial planning and cost performance monitoring with the Fiscal Section. This transfer should not occur until the necessary Finance Department organizational changes described in that section of this report are accomplished. At that time, centralization of accounting has the potential to enable cost savings and improved control and information. The important and technical aspects of project financing and fiscal control should remain in the Fiscal Section of this Department.

Housing Department

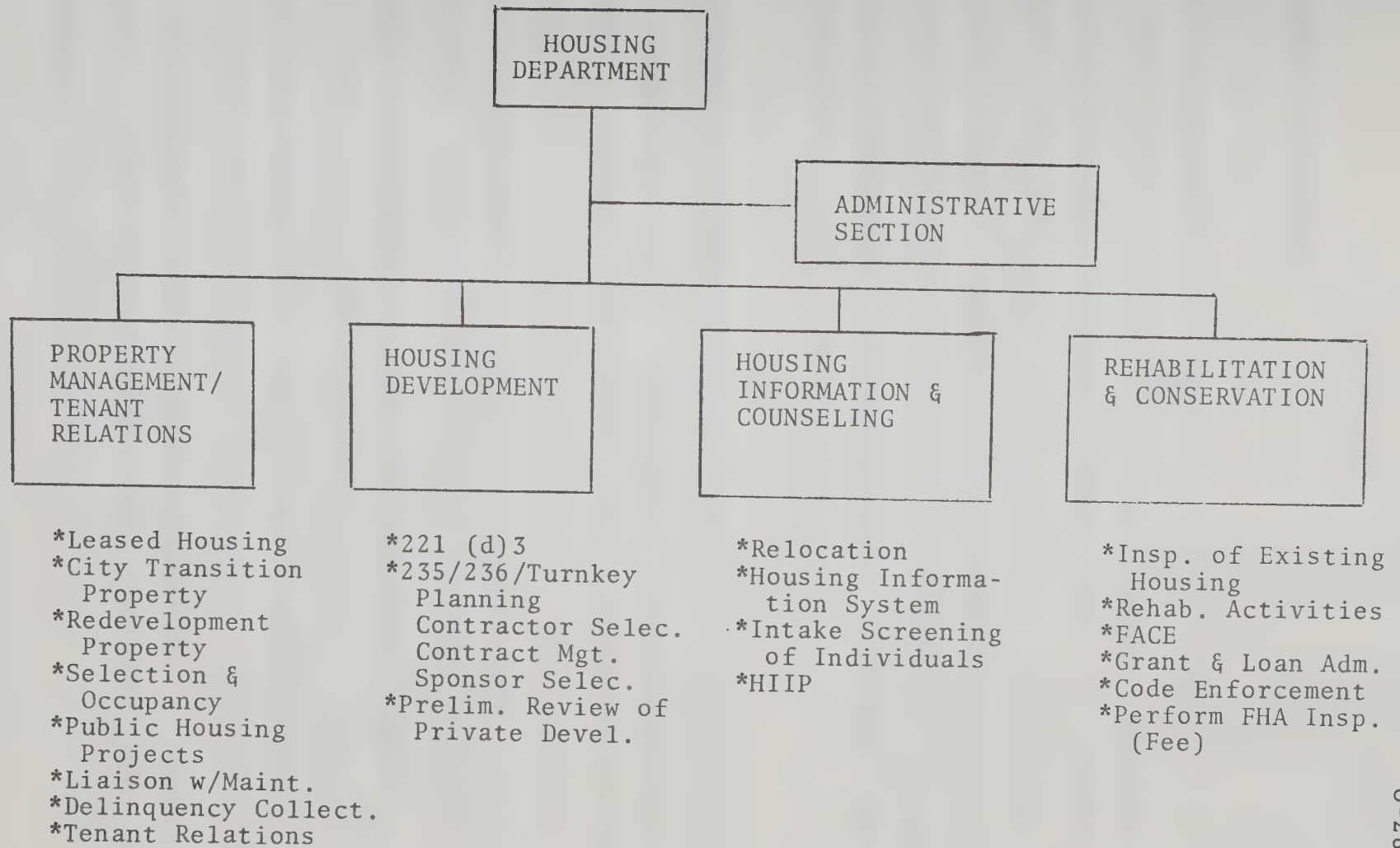
Under City of Richmond Resolution 88-70, the City Council declared itself to be the Commissioners of the Richmond Housing Authority, while continuing the status of the Authority as under Section 34241 of the Health & Safety Code of California.

Full integration should be completed by designating the Housing Authority as a City Department, responsible to the Assistant City Manager for Community Development and City Manager for administration, with policy set by the City Council acting as Agency (Department) Commissioners.

Additionally, certain activities now being performed by the Home and Neighborhood Improvement Center and the Urban Renewal and Conservation Section of the City are recommended to be included in this Department. Exhibit O-VI shows the recommended functional organization of this Department, which is described below.

Personnel Authority

In designating Housing as a City Department, under the administrative responsibility of the City Manager and his Assistant, the City Council should retain and confirm the City Manager's power to appoint and remove all employees of this Department. If necessary, Resolution 88-70 should be amended to so state.

HOUSING DEPARTMENT

Assignments and Organization

The Housing Department will be responsible for the planning, construction, and management of all public and subsidized housing as appropriate under enabling funding legislation. In addition, the Department will provide home ownership and home management counseling for Richmond citizens, deliver Relocation services for the City, and operate housing conservation and rehabilitation programs. Several sections will be set up in this Department, combining functions from various present agencies.

1. Property Management/Tenant Relations Section. This section will be responsible for the operation and management of public housing projects, leased housing, and property temporarily owned by the City (including Redevelopment) which produces income. The Section will perform the selection and occupancy functions now undertaken by the Housing Authority and will coordinate all property and grounds maintenance. Present property maintenance staff should become a part of the City Building Maintenance staff, where closer coordination and better training and advancement can be received, although the staff will continue to support Housing properties. Grounds maintenance is now being performed by the Recreation and Parks Department and should remain there.

Rent collection should be transferred to City Finance, where quicker cash management and better control over cash flow can

be maintained. The Property Management Section will retain the responsibility for collection of delinquent rents, upon notification from Finance. Tenant Relations activities will be located in this Section.

2. Housing Development Section. This section will plan and supervise the construction of all subsidized housing in the City, ensuring that housing developments conform to the City's Housing Policy statement, and maintaining urban design standards set by the Planning Department. An important aspect of this responsibility will be the coordination of citizen input into project selection and planning, and sponsor and contractor selection with the assistance of the Community Relations staff.
3. Housing Information and Counseling Section. This section will consolidate the Relocation staff from Redevelopment and the Intake staff from HNIC. This section will assume responsibility for processing of all Relocation activities necessary under the Uniform Relocation Act and should be utilized as the City's central relocation agency. An Intake worker will interview all citizens who seek housing information and will perform preliminary screening, referring persons to the proper section (i.e., Property Management, etc.) for the appropriate assistance.

This section will administer the Housing Improvement Incentive Payment program which provides grants to enable persons to move out of substandard housing.

Central to the operation of this section will be the development and maintenance of a housing information system. This system is now in early stages of development by City and CDA staff. When completed and utilized by the Housing Information and Counseling Section, it will enable this section to match housing supply and demand and to counsel households on available options.

4. Rehabilitation and Conservation Section. Present activities of the City Building Conservation Section form the nucleus of this new section. Added to that inspection and code enforcement capability should be the counseling and grant and loan capabilities now found in the Home and Neighborhood Improvement Center. This section will inspect all existing housing in the City on a scheduled plan; enforce the Housing Code; administer all rehabilitation activities, including counseling and funding where appropriate; plan and administer Federally Assisted Code Enforcement programs if granted; and perform, for a fee, all FHA required inspections.

The Planning Department

Our review of the City organization indicated that staffing levels in the Planning Department have not kept pace with the growing and changing requirements for meeting Richmond's planning needs. Instead, as needs have proliferated, funded programs have established their own planning capabilities. Thus, today the planning process in Richmond is spread throughout the City in various departments.

A major finding described earlier for the City in general is that there is no single, cohesive plan for the development of the City. Programs have been developed for various reasons: because Federal money has been available, because a Department head has backed the project -- often with Department funds, because private developers have promised funding, etc. To Richmond's credit the developmental direction of recent years has been responsive to the City's needs. It is not clear, however, that development has been guided by any full assessment of needs and planned response to those needs.

The converse is also true: programs have been established to meet particular needs. Then, when interest diminishes, the attention given the program lags as does the program's potential for service.

These reasons supplement our basic organizational finding that, for proper planning, all planning functions should be centralized in the City Planning Department.

Recommended Functions

The Planning Department should perform its present function of providing staff support to the Planning Commission and should increase its assistance to the City Manager in the development of both plan and program alternatives and of recommendations for presentation to the City Council.

Operationally, the Department must perform at least the following tasks:

- Urban design review and planning.
- Subdivision and annexation analysis.
- Zoning analysis.
- Development of the Expanded General Plan, including update of existing elements, creation of Economic Development and Social Development elements, and establishment of the Statement of Priorities within that plan.
- Annual development of the Six Year Development Plan-- a detailed statement of all funds to be expended by the City in all areas (physical, social, administrative, etc.) during that period.
- Development and issuance of guidelines for use by individual Departments in preparing their Annual Operating Plans.
- Coordination with individual Departments for plan implementation.

- Development of Local Area Plans whenever appropriate.
- Development and maintenance of a data bank of information needed for all Planning Department activities.
- Measurement of the actual impact compared to planned impact of City programs.
- Recommendation of reprogramming of future expenditures when program success does not reach an acceptable level.
- Conduct of various geographic area surveys for specific purposes (Federal designation, census supplement, etc.).

Recommended Organization

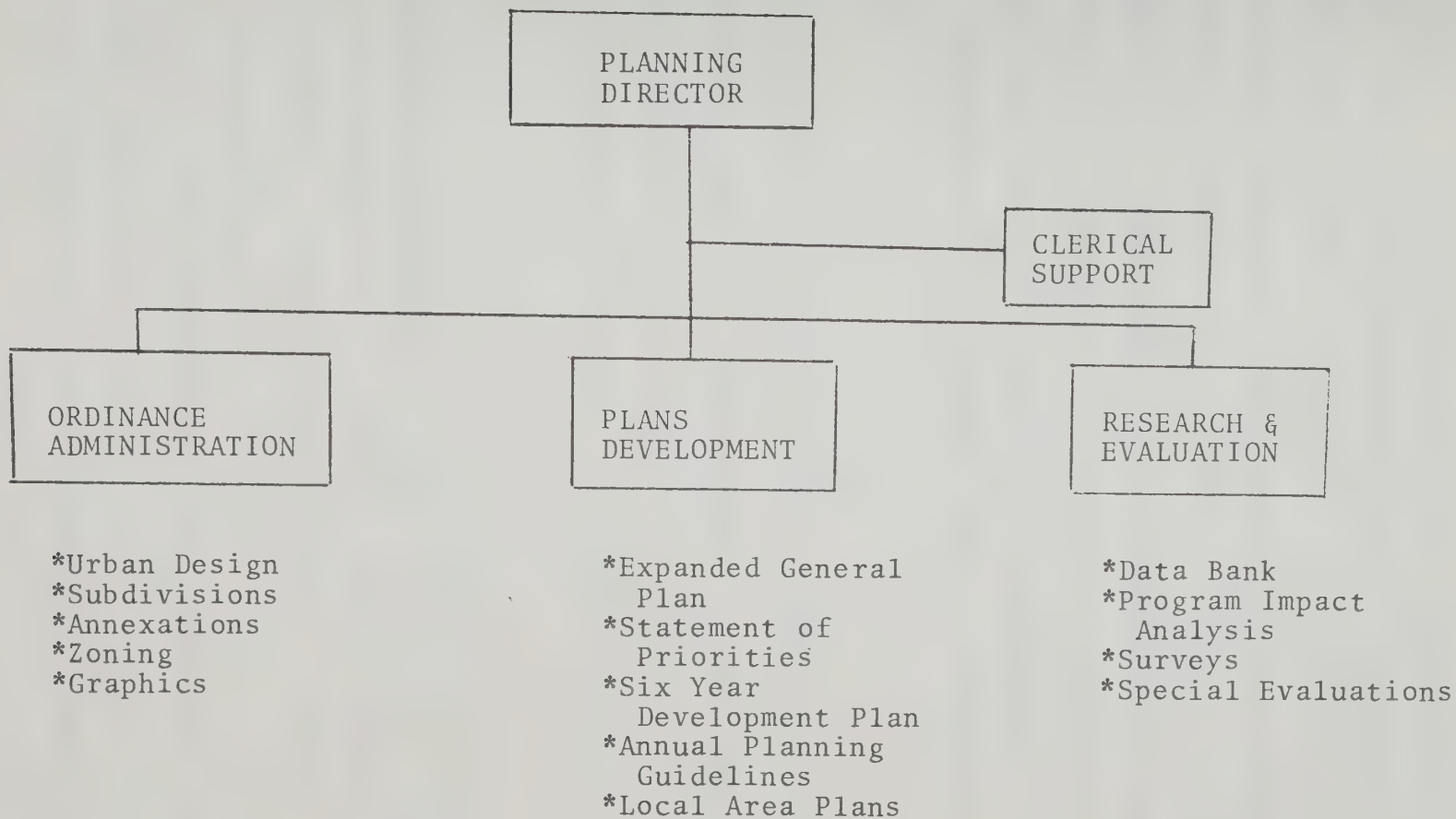
To perform these and other tasks which may arise, we recommend that the Planning Department be organized as indicated in Exhibit O-VII. Specific staffing is described in Chapter III.

Within this organization, section responsibilities should be assigned as follows:

1. Ordinance Administration Section. This staff will be responsible for administration of Zoning and Subdivision ordinances, for processing any annexation activities, for development and maintenance of urban design standards, and for drafting of such recommended ordinances as are pertinent in the Planning function.
2. Plans Development Section. This group will perform the major portion of actual planning in the Department. As such, it is

PLANNING DEPARTMENT

RECOMMENDED FUNCTIONAL ORGANIZATION



headed by the Assistant Planning Director. Responsibilities of the group include development and periodic updating of the Expanded General Plan and creation of new Economic and Social Development elements; supervising the creation and updating of the Six Year Development Plan -- which requires input from all City Departments; and development and issuance of guidelines for preparation of individual Departmental Annual Operating Plans, which detail the program use of all funds and the results to be achieved from the expenditure of funds.

Furthermore, these planners will develop Local Area Plans when appropriate, guide the reprogramming of funds when necessary, coordinate Community Development planning activities, and generate proposals for external funding of necessary services.

3. Research and Evaluation Section. This unit develops and maintains all the data necessary to support the activities of the Planning Department, analyzes trends in the City and assists the Plans Development Section to develop responses to those trends, surveys limited geographical areas within the City when necessary for a specific purpose, and develops information sufficient to evaluate the performance and impact of programs.

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The organizational recommendations presented in this chapter should noticeably improve City administration by providing:

- greater and quicker flow of accurate information to the City Council.
- appropriate span of control.
- clear distinctions between line and staff functions within the City.
- increased integration of planning activities.
- greater coordination and management control by grouping units with similar operating requirements.
- coordination of Community Development activities among themselves and with other City Departments.
- internal capability to address and resolve future needs.

Detailed discussion of the staffing necessary to carry out these organizational recommendations is contained in Chapter III of this report.

CHAPTER III
STAFFING

CHAPTER III

STAFFING

This section discusses, in detail, recommended staffing for the Community Development Division, the Planning Department, and the Management Services Group. The section addresses the present staffing patterns and current cost of the City Departments and agencies involved, including:

- Richmond Redevelopment Agency
- Port Operations
- Urban Renewal and Conservation
- Planning Department
- Home and Neighborhood Improvement Center
- Richmond Housing Authority

It also addresses recommended staffing patterns and related costs for the Community Development Division, including:

- Economic Development Department
- Manpower & Social Services Department
- Redevelopment Department
- Housing Department
- Community Development Support Functions

As pointed out in earlier discussions, there are several weaknesses in the present organizational and staffing pattern of the City of Richmond. The overall organizational recommendations address many of these problems. The emphasis of the following section is directed at the staffing needs of the recommended structure.

Staffing the various departments/activities in the recommended fashion will:

- measurably improve the City's ability to utilize Federal and local funds.
- develop for the City a functional staff to meet present and future needs within reasonable budget limitations.
- eliminate duplication among various activities.
- provide for the administration and supervision of related activities by a single responsible person.
- establish a clear distinction between line operations and support services.
- provide the City with the capability to evaluate programs and reallocate funds to successful activities.

This section is organized as follows:

- a description of the present and recommended staffing of each department or staff within the Community Development Division

- a description of recommended staffing changes in the City Planning Department
- a description of the proposed staffing and duties of the Management Services Group
- a comparison of present and recommended staffing

COMMUNITY DEVELOPMENT DIVISION

As discussed in Chapter II, Organization, the Community Development Division is comprised of various existing and new departments and agencies, i.e.,

- Model Cities Community Relations Unit
- Port Operations
- Manpower & Social Services
- Richmond Redevelopment Agency
- Richmond Housing Authority
- Home & Neighborhood Improvement Center
- Urban Renewal & Conservation
- Planning Department
- Management Services Group

These departments/agencies form the Community Development Departments and support functions:

- Community Relations Section
- Economic Development Department
- Manpower & Social Services Department
- Redevelopment Department
- Housing Department
- Planning Department
- Management Services Group

A detailed discussion of each Department follows.

Community Relations Section

Present Staffing

The Community Relations Section is presently operating within the Model Cities Agency. Its primary mission is to act as liaison among the Model Neighborhood Area (MNA) residents, Model Neighborhood Citizens Board, and the Model Cities (CDA) staff to ensure that the MNA residents and the Board have full access to program information and that the Model Cities staff clearly understands the residents' needs.

The present organization structure is depicted in Exhibit S-I.

The current staffing level of the Community Relations Unit is eleven full-time positions and two part-time positions, resulting in thirteen allocated positions. There are presently two vacant positions. The present annual salary cost is \$94,416, as reflected in Exhibit S-II.

Recommended Staffing

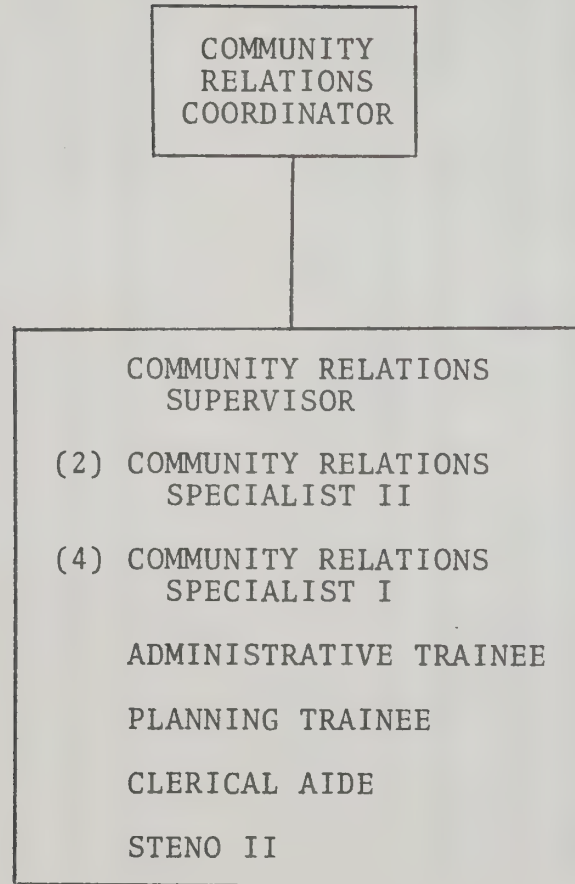
We recommend that the Community Relations Section of Model Cities be transferred in its entirety to work under the auspices and direction of the Assistant City Manager for Community Development.

The Community Relations Section will continue to function as the

EXHIBIT S-I

COMMUNITY RELATIONS

Present Organization and Staffing



citizen participation element of the CDA while expanding these responsibilities City-wide.

We recommend staffing this group with Community Relations Specialist II positions. Two positions presently exist, but neither is filled. Filling these two positions at the II level and addition of one more Community Relations Specialist II will properly reflect the added responsibility to be borne by the individuals.

Furthermore, we recommend deletion of the two part-time Planning Trainee positions, transferring them as one full-time position to the Planning Department, funded at the present level by the CDA, and deletion of the Administrative Trainee position, which may be re-established directly in Model Cities if justified by that unit.

Once the Community Relations function is transferred to the City, net annual increase in staff costs to the City would be \$59,664. (See Exhibit S-II) We recommend that this cost be borne by the CDA through 1974. The proposed organizational configuration and relationship of the Community Relations Section is portrayed in Exhibit S-III.

COMMUNITY RELATIONSStaffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Community Relations Coordinator	54	1	\$ 974	\$11,688
Community Relations Supervisor	46	2	846	10,152
*Community Relations Specialist II	34	3	675	8,100
*Community Relations Specialist II	34	3	675	8,100
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	3	564	6,768
Administrative Trainee	34	2	645	7,740
**Planning Trainee			296	3,552
**Planning Trainee			296	3,552
Steno II	32	4	675	8,100
Clerical Aide	20	1	452	5,424
TOTAL			\$7,868	\$94,416
RECOMMENDATIONS:				
Delete:				
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	4	590	7,080
Administrative Trainee	34	2	645	7,740
Planning Trainee			296	3,552

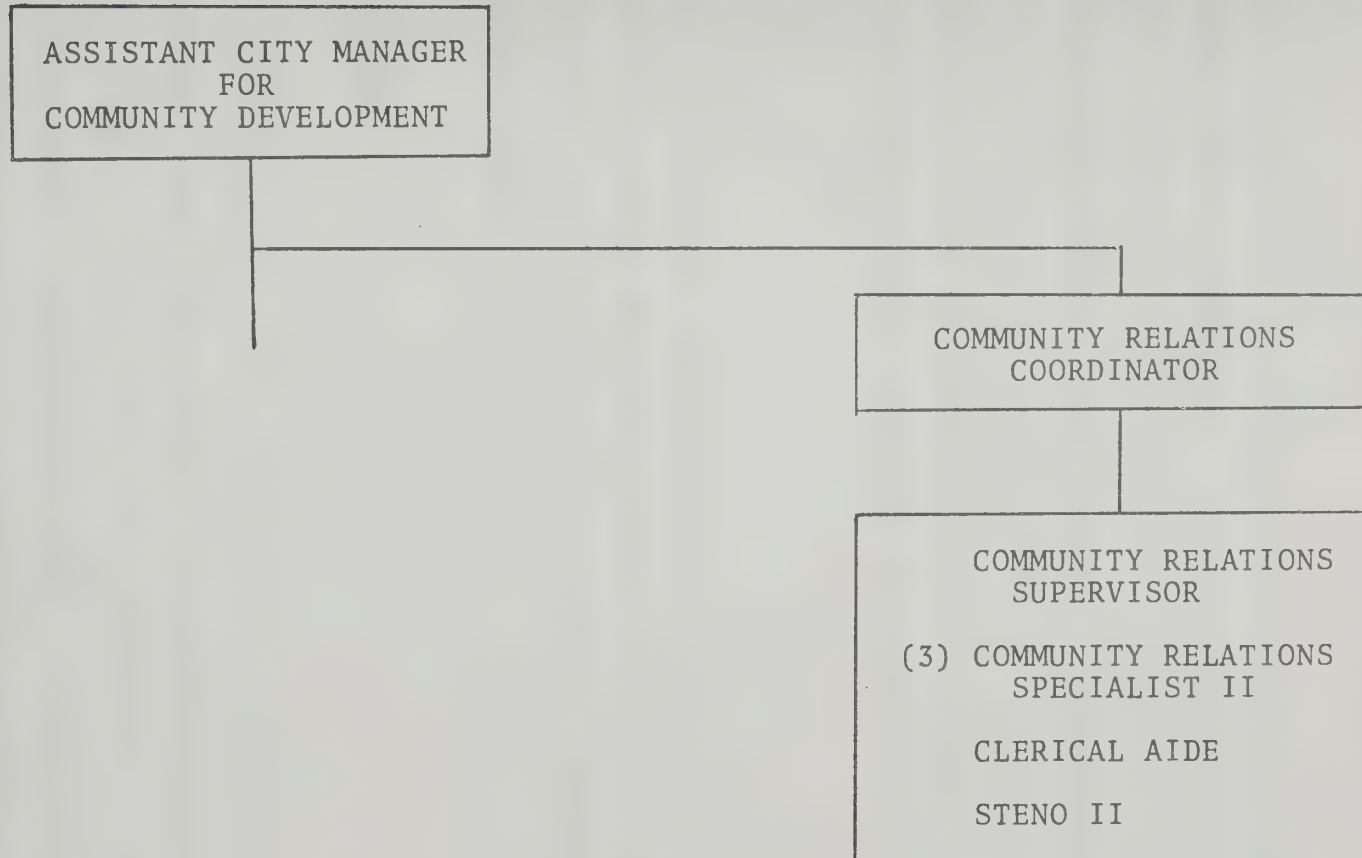
* Vacant

** Part-time

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COMMUNITY RELATIONS

Recommended Organization and Staffing



Economic Development DepartmentPresent Staffing

Port Operations presently serves as the foundation for the proposed Economic Development Department. The primary mission of Port Operations is to direct the development of Richmond's port into a major container facility. Its secondary responsibility, recently assumed, is to aid in the development of other economic potential, examples of which are Hill-Top Shopping Center, the Social Security Building, Kaiser Hospital, and several sites for light industry.

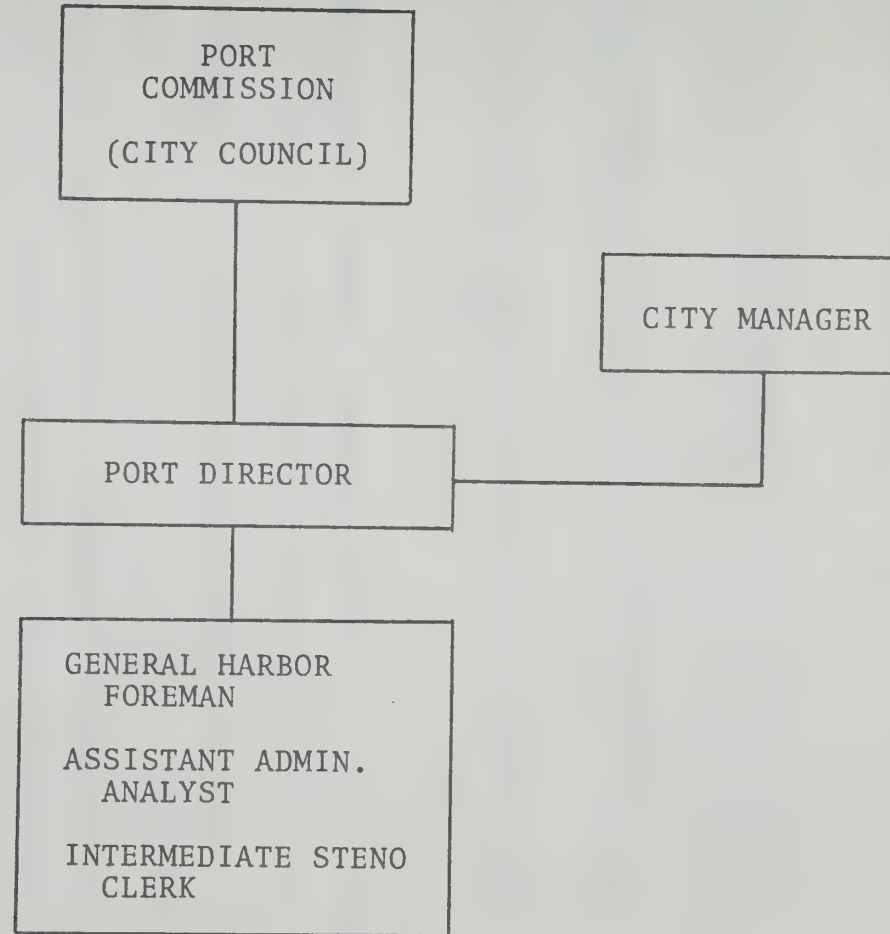
Presently, Port Operations is a small unit consisting of three full-time positions and nine paid Commissioners (the City Council), with an annual salary cost of \$72,780. The present staffing pattern is depicted in Exhibit S-IV.

Recommended Staffing

The Port, Hill-Top Development area, and other projects are rapidly approaching the point where they cannot be handled as additional assignments by an agency or Department. The complexity of these major economic developments increasingly requires the involvement of many City departments and private individuals to become involved. A coordinated effort is needed to ensure rational and timely

PORT OPERATIONS

Present Organization and Staffing



development of these projects. Therefore, we recommend that the position of Economic Development Director be established.

The Economic Development Director will:

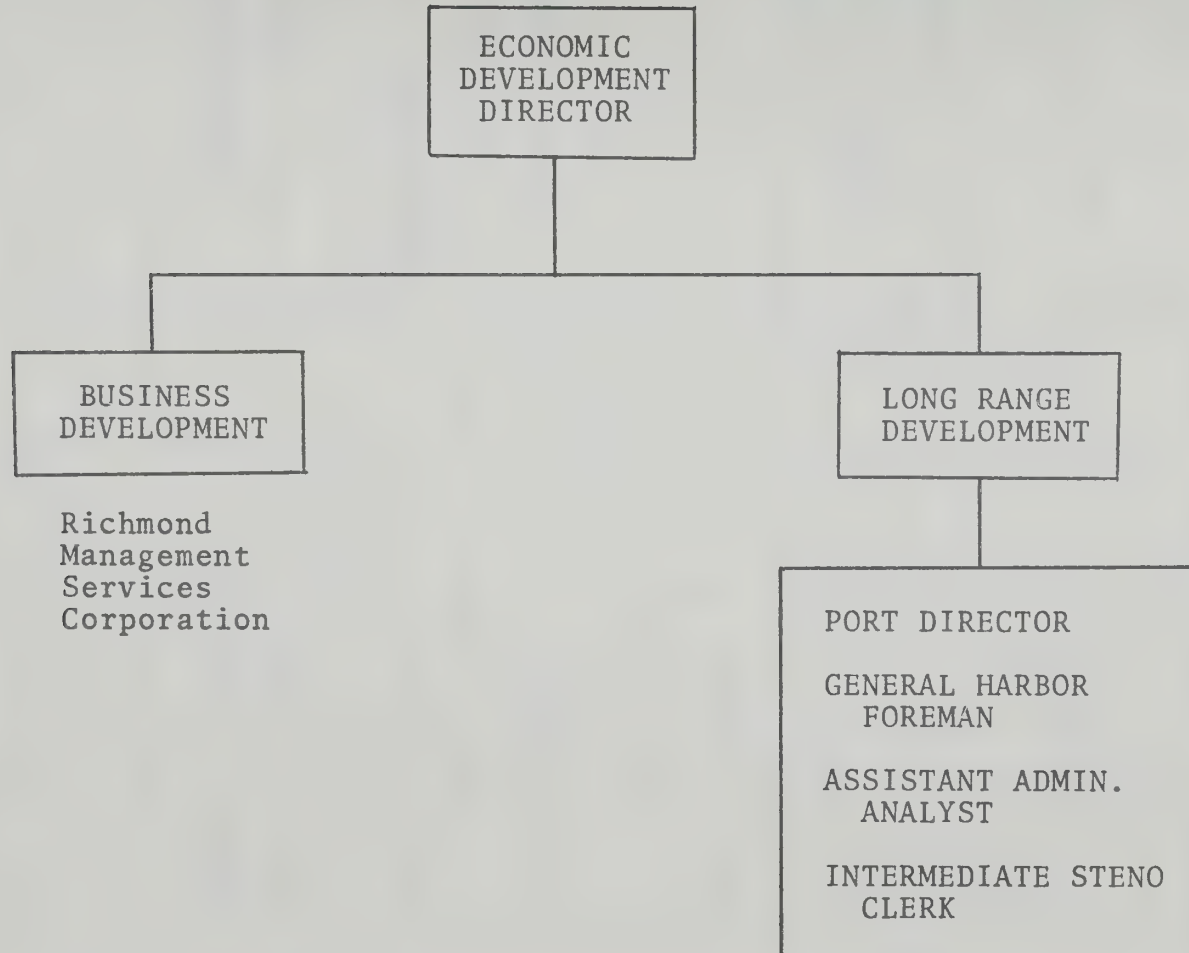
- work with the various Federal, State, and City Agencies and Departments to accelerate the development of the Port.
- work with private business developers in marketing Richmond's land and manpower resources.
- act as the liaison between the City and the Richmond Management Services Corporation.

The Economic Development Director reports directly to the Assistant City Manager for Community Development and supervises the Port Director. Additionally, he will coordinate closely with the proposed Manpower and Social Services Director and the City Personnel Director in connection with the City's affirmative action plans. The proposed organization structure for the Economic Development Department is shown in Exhibit S-V.

Port revenues are sufficient to fund one Management Services Analyst position in the Management Services Group, as described above; we recommend that they be used for that purpose. The addition of an Economic Development Director and Management Services Analyst to the cost of this Department will result in an increase in annual staffing cost from \$72,780 to \$103,800, as shown in Exhibit S-VI. However, at this time there is no need to fill both

ECONOMIC DEVELOPMENT DEPARTMENT

Recommended Organization and Staffing



PORT OPERATIONSPresent and Recommended Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
PRESENT STAFFING:				
Commissioners (9)	250/mo		\$2,250	\$ 27,000
Port Director	59	5	1,338	16,056
General Harbor Foreman	54A		996	11,952
Assistant Administrative Analyst	35	5	775	9,300
Intermediate Steno-Clerk	32	5	706	8,472
TOTAL			\$6,065	\$ 72,780
RECOMMENDATIONS:				
Add:				
Economic Development Director	64	3	1,371	16,452
Management Services Analyst				
(See Management Services Group)	59	3	1,214	14,568
NET CHANGE IN STAFFING:			\$2,585	\$ 31,020
Cost of Recommended Staffing:			\$8,650	\$103,800

the Economic Development Director and Port Director positions. Thus, we recommend appointing a single individual to serve in both capacities, at the salary level of Economic Development Director, until such time as Port revenues will fully pay for addition of a separate Port Director or development of the Port becomes of such complexity as to require investment in a second individual.

Additionally, as shown in Exhibit S-V, this Department will maintain contractual supervision of the Richmond Management Services Corporation and will assist that project to become independent at the earliest feasible date.

This reduces the immediate increase in salary cost to \$14,964.

Manpower & Social Services Department

Present Staffing

There is no present Manpower & Social Services organization structure.

Recommended Staffing

Most manpower training services are accomplished within Richmond through the City-sponsored Concentrated Employment Program (CEP), Summer Neighborhood Youth Corps program (NYC), and Public Employment Program (PEP). Since PEP administration will continue to be located within the City Personnel Department, our primary concern here is with CEP and NYC.

Regarding these two programs, we recommend that there be no change in their respective staffing patterns at this time. Our basis for this recommendation is that the future of these narrow categorical programs is very uncertain, and until manpower reform legislation is passed, the direction of these two programs must be governed by existing Federal guidelines. Therefore, any substantial organization changes at this time would be both premature and unfeasible. However, in anticipation of further administrative decentralization of manpower and in view of possible legislative reform, we recommend that a position be established to enable central coordination of all manpower program activities in Richmond.

Because of the employment-oriented solutions to many of the social problems faced by the urban poor, we further recommend that this manpower coordinating function be organizationally and operationally linked with social service programs. Accordingly, the title of this new position should be Manpower & Social Services Director.

The prime functions of this position are the direction of all manpower program activities and coordination of all social services undertaken within the City's jurisdiction. Note the distinction between "direction" and "coordination". Regarding manpower program activities, it is our opinion that strong leadership and administration should be superimposed on both CEP and Summer NYC to enable more effective program impact and coordination with other human resource development activities. With respect to social services, we are not recommending the establishment of a City administrative structure; rather, we are suggesting that a single individual be designated to represent the City's interest, and those of its residents, in the development of new social service programs and in resolving problems with the existing social service delivery systems.

The Manpower & Social Services Director will be the City's key representative in dealings with Federal, State, and County agencies which provide manpower and social services to Richmond residents. We have prepared a suggested position description for

this job and included it as Exhibit S-IX (1) at the conclusion of this section of the report.

In support of the social services coordination function of this Department, we also recommend that the position of Social Services Liaison be created. This position should be placed under the direct supervision of the Manpower & Social Services Director. Its principal functions are: coordination of social service delivery within Richmond; assistance to City, County, State, and Federal social planning efforts which affect Richmond residents; preparation of annual social service recommendations to the City Manager and City Council; and program review of social service delivery systems operating within the City. We have prepared a suggested position description for this job and have included it as Exhibit S-IX (2) at the conclusion of this section of the report. In our opinion, implementation of this recommendation will provide the means for resolving many of the problems of coordinating social services delivery, especially among City and County agencies.

At present, Social Services liaison is performed by Model Cities. In the near future, pending growth of workloads and availability of specific funds to establish this position, the functions might appropriately be performed by the Social Planning staff of the City Planning Department. However, City officials should note that, at present, numerous programs exist which require operational coordination or liaison. Among them are:

- Youth House & Youth House Staff Training,
- Allied Health Project,
- Youth Service Program,
- Family Health Center,
- Health Care Outreach,
- Day Care Development,
- Health Development,
- Drug Abuse,

and regular liaison with County Social Services departments and local schools.

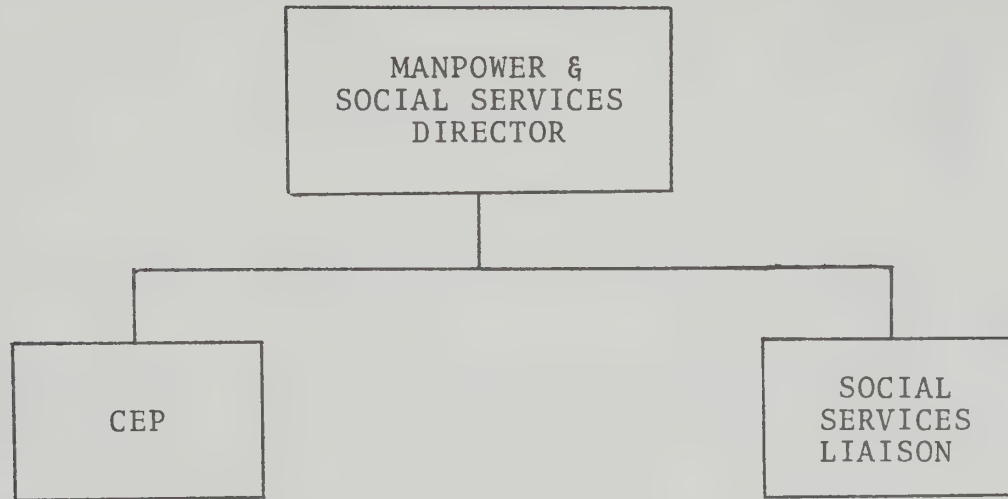
This workload could quickly become an excessive burden on planners and, consequently, should be closely monitored for the proper timing of the addition of a full-time position.

The proposed organization chart is shown in Exhibit S-VII. The annual staffing cost of the proposed organization will be \$31,800 as shown in Exhibit S-VIII.

EXHIBIT S-VII

MANPOWER & SOCIAL SERVICES DEPARTMENT

Recommended Organization and Staffing



Recommended Staffing Pattern

[illegible]

EXHIBIT S-IX (1)

MANPOWER AND SOCIAL SERVICES DIRECTORRecommended Position DescriptionFunctions

Coordination of all manpower programs, regardless of funding source, which operate within the City of Richmond. Supervision of Concentrated Employment Program and Summer Neighborhood Youth Corps operations. Support of and liaison with the City Personnel Department and its Public Employment Program.

Coordination with Federal, State, County, and City social service activities conducted for the benefit of Richmond residents.

Organizational Relationships

Reports directly to the Assistant City Manager for Community Development. Supervises the Deputy Director of CEP, the Director of Summer NYC, and the Social Services Liaison. Works closely with the Director of the City Personnel Department.

Duties

Directs the overall planning and administration of CEP and Summer NYC, for which the City is sponsor. Ensures that program plans meet local Manpower training needs as well as Federal contracting requirements through a comprehensive planning review and approval process. Reviews and evaluates program performance; advises program directors of sub-standard performance and suggests corrective action.

EXHIBIT S-IX (1) (Continued)

Duties (Continued)

Works closely with the Manpower Administrator's Representative; the City Personnel Director, and the Economic Development Director toward improving program coordination with other manpower programs, City affirmative action strategies, and economic development efforts. Serves as the central contact point for all existing and proposed manpower programs; signs off on all proposals for new program funding. Prepares annual manpower plan for the City Manager and City Council, identifying local labor market needs and training/employment services to be provided to Richmond residents; this plan includes all proposed manpower activities in Richmond, regardless of program funding source. Evaluates performance of all Richmond-based manpower programs through continuous program review; recommends measures to improve program performance where service inadequacies are identified. Conducts regular meetings of all manpower program operators to improve service effectiveness and coordination and to eliminate duplication. Represents the City on the Contra Costa County CAMPS Committee.

Directs planning and program development efforts toward coordination of social services delivery to Richmond residents in the areas of health, education, welfare, and rehabilitation. Integrates manpower and social services through cross-agency and inter-program planning and project development. Supervises the Social Services Liaison. Works closely with Federal, State, County, and City representatives in new program development and in solving inter-program problems. Serves as the central contact point for all new social service program development and approves new programs which affect Richmond residents through sign-off authority for the City. Prepares annual social service delivery plan for the City Manager and City Council identifying social service needs of Richmond residents and ways in which City resources should be used to support service delivery.

EXHIBIT S-IX (1) (Continued)

Experience and Knowledge Required

At least four years of experience in Federal manpower program planning and development, two years of which must have been at a high administrative level. Previous experience may include such jobs as Program Director or Deputy Director, Chairman or Chief Executive of a CAMPS Secretariat, a Federal agency manpower staff, or manpower consultant. Must have extensive working knowledge of Federal manpower programs of the Departments of Labor and Health, Education and Welfare, as well as State manpower training resources. Must be familiar with Federal manpower legislation, local labor market functioning, and manpower planning principles.

EXHIBIT S-IX (2)

SOCIAL SERVICES LIAISONRecommended Position DescriptionFunctions

Coordination of social services delivery, regardless of funding source, which is provided to Richmond residents.

Organizational Relationships

Does not have supervisory authority. Reports directly to the Manpower & Social Services Administrator. Works closely with the City Planning Department, the Model Cities planning staff, CEP and NYC, the Community Relations Staff, and the County Social Services Agency planning staff.

Duties

Establishes and maintains a generalized social needs information system, building on existing systems of City Planning, Model Cities, and CEP. Identifies social service needs in the areas of health, education, welfare, and eventually, probation. Assists the City Planning Department, community-based programs, County, State, and Federal social service planning efforts aimed at serving Richmond residents. Prepares annual social service recommendations to the City Manager and City Council. Develops and conducts periodic workshop meetings of local social service planners and citizen participants. Attends citizens' meetings of community programs to remain attuned to developing needs and problem areas in social services. Makes recommendations concerning social services coordination to the Manpower & Social Services Administrator.

EXHIBIT S-IX (2) (Continued)

Experience and Knowledge Required

A minimum of two years experience in social program planning and development. Must be thoroughly familiar with Federal social program operations, local government services, and service planning principles.

Redevelopment Department

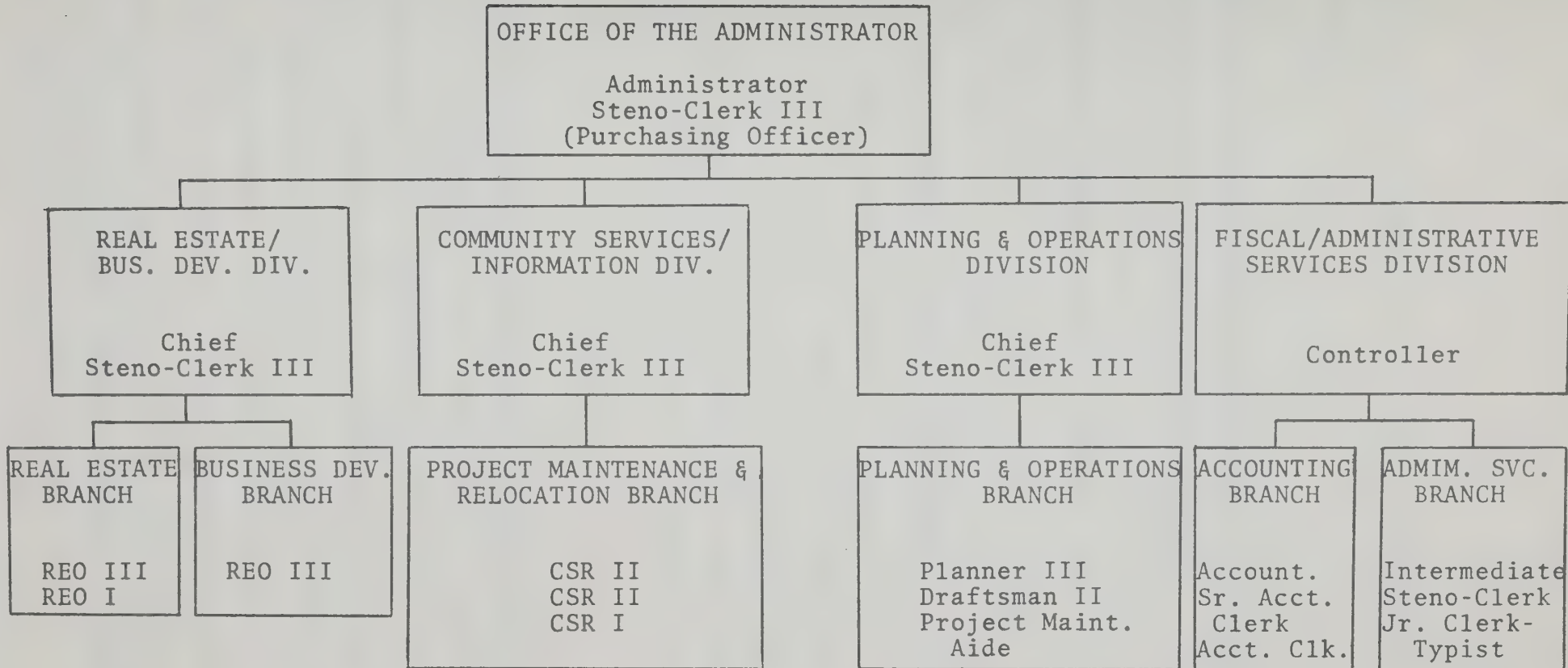
Present Staffing

The overall staffing pattern of the Redevelopment Department should remain basically similar to the present Redevelopment Agency. The Redevelopment Agency is currently operating with nineteen full-time staff; four additional positions are budgeted but vacant, including the Administrator's position. The annual staffing cost for all 23 positions is \$273,156. (The cost of vacant positions was computed at the third level within each salary grade.) All positions are salaried, seventeen are professional-technical, and six are clerical. The present organization is shown in Exhibit S-X.

Recommended Staffing

Regarding specific staffing changes, we recommend the following:

1. The vacant Administrator's position should be filled immediately by a Redevelopment Director. The functions of this position are now being performed through "committee management" by the four Division Chiefs. This has taken away vital time from their normal supervisory and operational responsibilities, resulting in reduced operational efficiencies in the respective Divisions. Additionally, by virtue of this

RICHMOND REDEVELOPMENT AGENCYPresent Organization and StaffingAbbreviations

REO = Real Estate Officer
 CSR = Community Services Representative
 Acct. = Accountant
 Sr. Acct. Clk. = Senior Account Clerk

style of "consensus management", top-level decisions are more time consuming.

2. The Community Services/Information Division should be transferred in its entirety to the Housing Department. The City, in its Annual Arrangement Agreement with HUD, stated that a Central Relocations Agency would be created. We believe that the Housing Department is the proper place for this agency. All housing services and information, i.e., new starts, grants and loans programs, property maintenance, vacancy rates, etc., will be administered through the Housing Department. Placing the Central Relocation Agency there would make the coordination of that service simpler. The Redevelopment Department, like any other City, State, or Federal department, would contract for relocation services to augment its activities.
3. An Administrative Services Assistant position should be established. Further impeding Agency operations is the time required of Division Chiefs for administrative tasks such as supervision of clerical functions, purchasing of supplies and equipment, scheduling of staff, and general internal troubleshooting. The Administrative Services Assistant will assume the responsibility for these and other general administrative tasks, thereby freeing the Division Chiefs and the new Administrator to concentrate their time and talents on functions requiring a high level of management skill.

All administrative functions presently located within the Fiscal/Administrative Services Division should be transferred to the direction of the new Administrative Services Assistant. This person will report directly to the Administrator but will not act as a Deputy in the Administrator's absence; the Deputy function, in the absence of the Administrator, should properly be delegated to a Division Chief.

4. The position of Senior Accountant should be established. The Senior Accountant would assume all internal accounting and control responsibilities within the Redevelopment Department. The City has indicated a desire to advance the present Redevelopment Agency Controller to the Senior Management Service Analyst position, in the Management Services Group. The Management Services Group is discussed in detail later in this chapter.

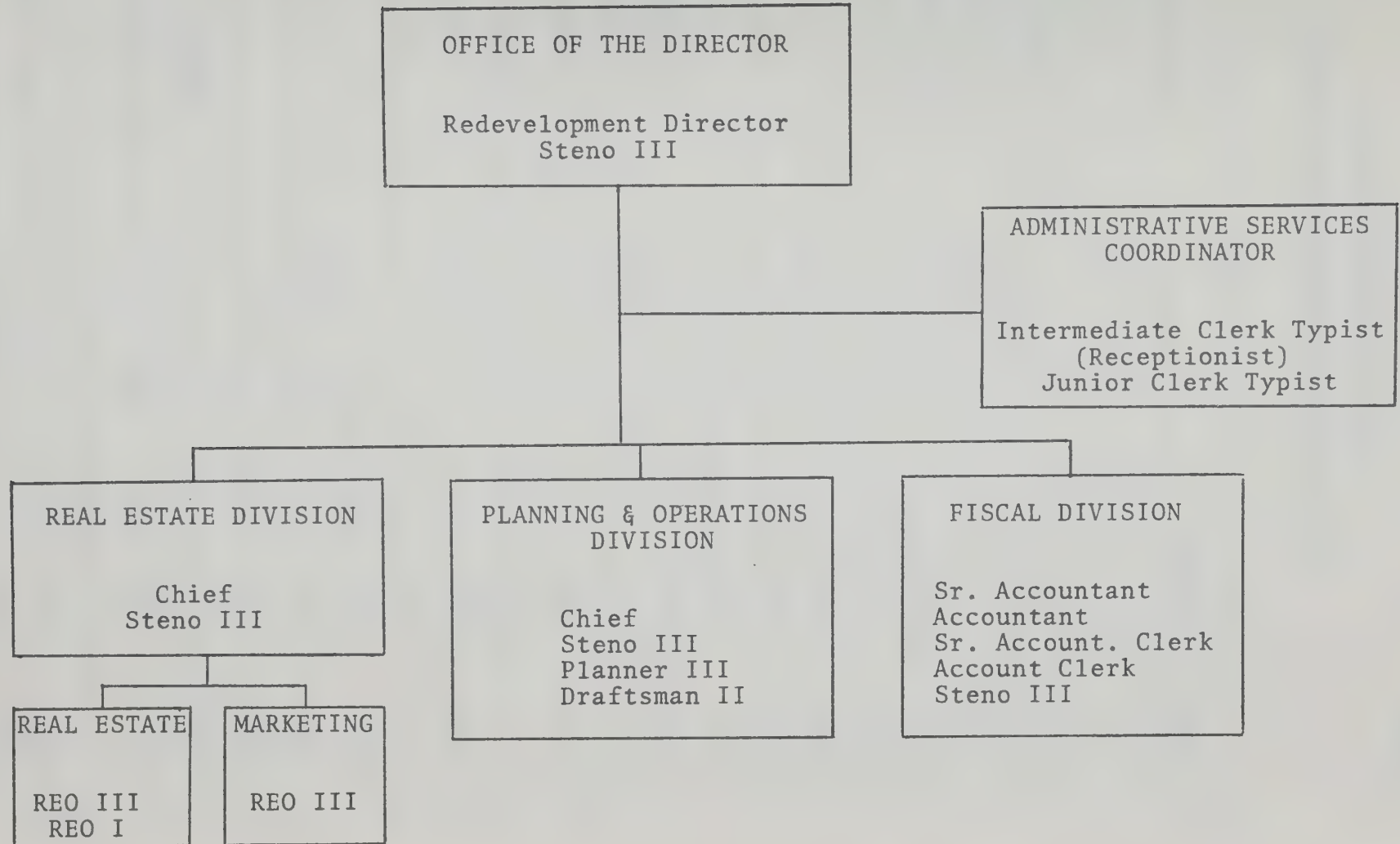
We support this decision and recommend that the Controller position be eliminated, with the understanding that the incumbent Controller would continue to provide project financial planning assistance to the Senior Accountant and the Redevelopment Department at such times as his skills and experience are needed.

5. The position of Project Maintenance Aide should be eliminated. In accord with our subsequent recommendations, all maintenance

functions will be located within the Tenant Relations/Property Management Section of the Housing Department. Therefore, there is no need for this position within Redevelopment. Funds which now pay for this position, though, should be made available to Housing to pay in part for maintenance services which will be used by Redevelopment.

6. The "Business Development Section" should be retitled "Marketing Section" to more effectively reflect its present duties, marketing Redevelopment Department land.

These staffing recommendations are reflected in the proposed organization chart (Exhibit S-XI) and staffing pattern (Exhibit S-XII). The resulting impact on annual staffing costs is a decrease of \$53,844 per year to \$219,312.

REDEVELOPMENT DEPARTMENTRecommended Organization and Staffing

RICHMOND REDEVELOPMENT AGENCYPresent and Recommended Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
PRESENT STAFFING:				
Administrator - Vacant	74	3	\$1,750	\$21,000
Real Estate Chief	67	5	1,626	19,512
Planning & Operation Chief	70	3	1,589	19,068
Community Service Chief	64	5	1,513	18,156
Controller	67	4	1,550	18,600
Accountant	47	5	1,000	12,000
Planner III	60	2	1,184	14,208
Real Estate Officer III	59	5	1,338	16,056
Real Estate Officer III	59	3	1,214	14,568
Community Service Rep. II	48	1	846	10,152
Community Service Rep. II	48	1	846	10,152
Real Estate Officer I	45	2	827	9,924
Community Service Rep. I	38	3	738	8,856
Steno-Clerk III	37	5	791	9,492
Steno-Clerk III	37	4	755	9,060
Steno-Clerk III	37	3	721	8,652
Steno-Clerk III - Vacant	37	3	721	8,652
Senior Account Clerk	36	4	738	8,856
Account Clerk	32	5	706	8,472
Steno-Clerk II	32	3	645	7,740
Draftsman II	39	1	690	8,280

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Clerk Typist II	22	1	\$ 471	\$ 5,652
Project Maintenance Aide - Vacant	21	3	504	6,048
TOTAL PRESENT STAFFING (23 positions)			\$22,763	\$273,156
RECOMMENDATIONS:				
Delete:				
Controller	67	4	(1,550)	(18,600)
Project Maintenance Aide	21	3	(504)	(6,048)
Community Service Chief	64	5	(1,513)	(18,156)
Community Service Representative II	48	1	(846)	(10,152)
Community Service Representative II	48	1	(846)	(10,152)
Community Service Representative I	38	3	(738)	(8,856)
Steno-Clerk III	37	3	(721)	(8,652)
Add:				
Senior Accountant	57	3	1,155	13,860
Administrative Services Assistant	54	3	1,076	12,912
NET CHANGE IN STAFFING:			(\$4,487)	(\$53,844)
Cost of Recommended Staffing:			\$18,276	\$219,312

Housing Department

The existing Richmond Housing Authority forms the core of the newly created Housing Department under the Division of Community Development. Two additional existing organizations are brought into this new Department -- the Home and Neighborhood Improvement Center (HNIC) and the Urban Renewal & Conservation unit of the City's Building Regulations Department. Preliminary to our specific organization and staffing recommendations for this new Department, we review below the existing organization and staffing of each of these three organizations.

Present Organization and Staffing

Richmond Housing Authority

The Housing Authority is presently organized around the following five major functions:

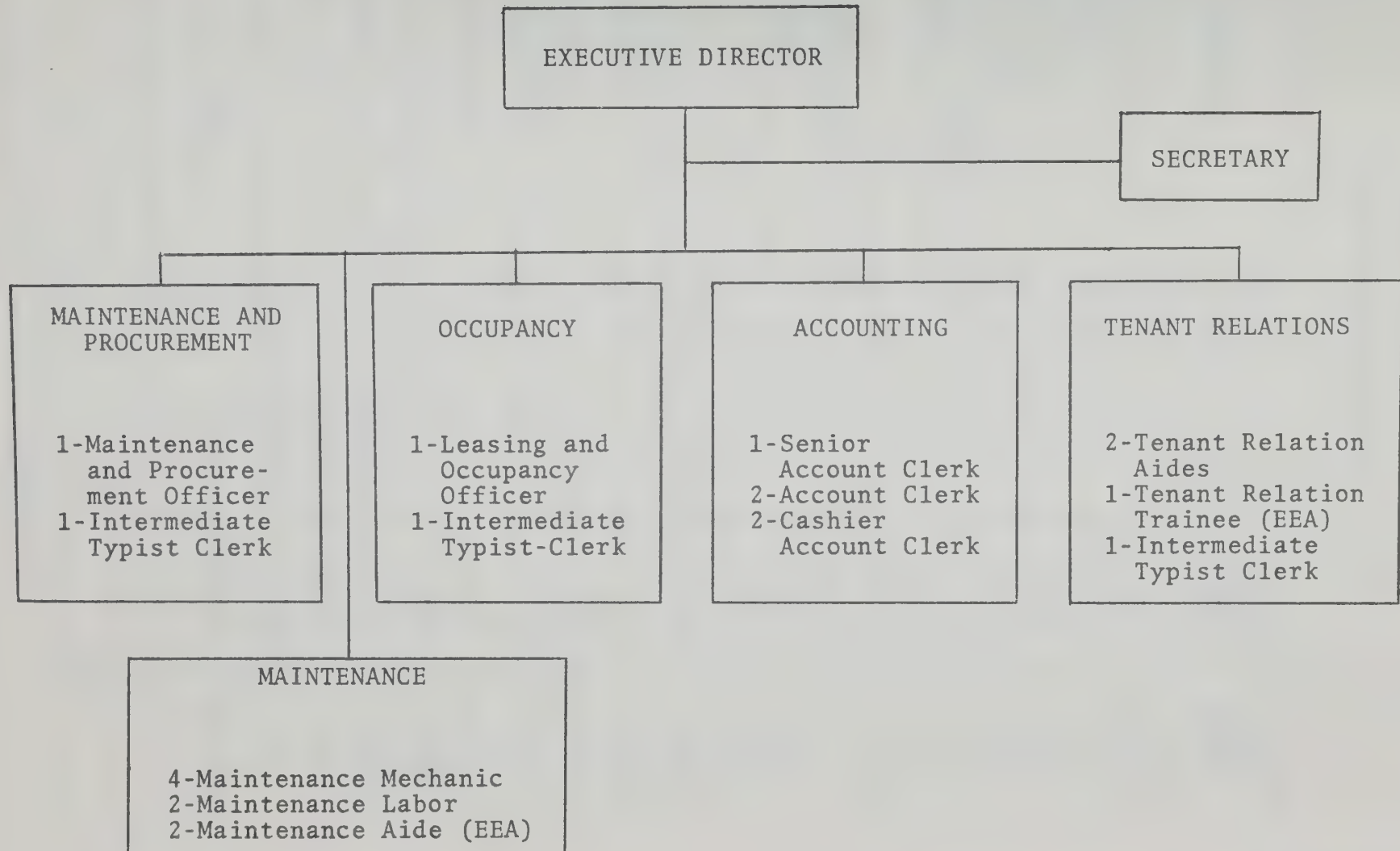
- Maintenance - Performs those functions associated with ensuring physical up-keep of Authority-operated housing units.
- Procurement - Purchases new equipment and services for maintenance functions; prepares bid specifications such as the annual painting contract.
- Occupancy - Accepts applications and leases units to those who qualify for public housing. Conducts annual re-examination of tenant eligibility.

- Tenant Relations - Screens prospective tenants, attempts to ensure that residents are satisfied with their units by processing and coordinating complaints; aids in the organization and development of the HUD-recommended Public Housing Tenant Organization.
- Accounting - Performs bookkeeping functions connected with tenant lease payments and has the responsibility for the monthly collection of rents and the posting of delinquent rents and payments.

The present organizational structure is depicted in Exhibit S-XIII.

The current staffing level of the Housing Authority (as of June 1, 1972) is 25 full-time positions at an annual staff cost of \$236,376. This staff cost represents 24% of the Authority's annual operating budget of \$971,800. Exhibit S-XIV lists for each position: the City's salary grade, current step, present monthly and annual salary. There are no vacant positions at this time.

RICHMOND HOUSING AUTHORITY
Present Organization and Staffing



HOUSING AUTHORITYPresent Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Director	71	5	\$ 1,694*	\$ 20,328*
Senior Accountant	57	5	1,275	15,300
Tenant Relations Aide	44	4	886	10,632
Tenant Relations Aide	44	2	810	9,720
Leasing and Occupancy Officer	44	1	773	9,276
Secretary	36	5	773	9,276
Maintenance, Property, and				
Procurement Officer	32	5	706	8,472
Account Clerk	32	5	706	8,472
Account Clerk	32	1	590	7,080
Cashier Account Clerk	32	4	675	8,100
Cashier Account Clerk	32	2	616	7,392
Intermediate Typist-Clerk	28	4	616	7,392
Intermediate Typist-Clerk	28	1	539	6,468
Intermediate Typist-Clerk	28	1	539	6,468
Maintenance Mechanic (4)	\$5.04 per hour		3,496	41,952
Maintenance Labor (2)	\$4.34 per hour		1,504	18,048
Maintenance Man (5)	\$4.04 per hour		3,500	42,000
TOTAL			\$19,698	\$236,376

* 90% of grade and step actual level per HUD requirement

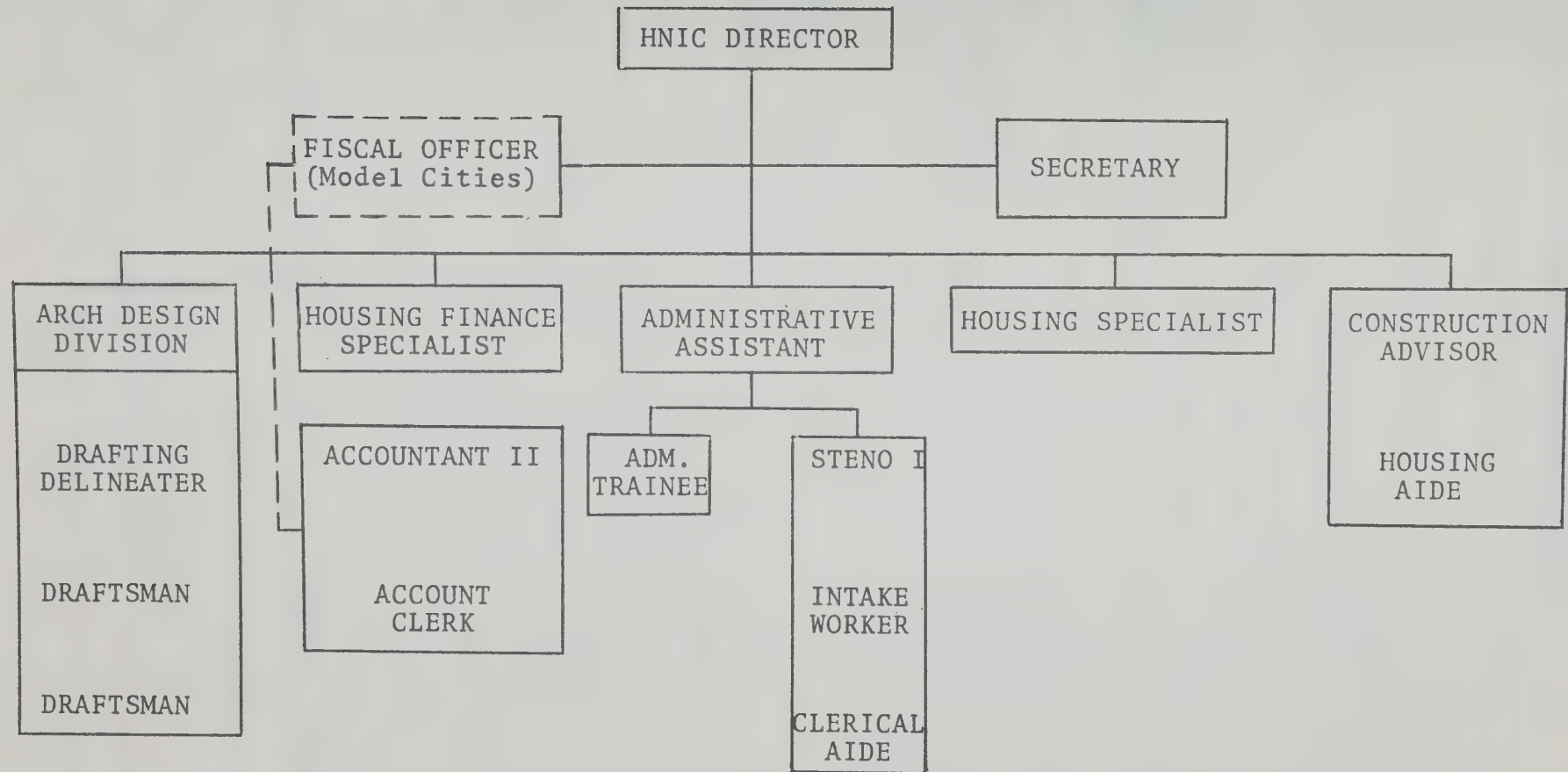
Home and Neighborhood Improvement Center (HNIC)

Recently, HNIC was a legal entity of Richmond Model Cities. In accordance with Richmond's Annual Arrangement agreement with HUD, HNIC was spun off from that program to operate as a separate, independent organization.

HNIC's primary function is to act as an umbrella structure for several housing improvement sub-projects:

- Paint Grants Program - Provides grants for those Model Neighborhood residents whose houses need painting.
- Rehabilitation Loans (Rehab Loans) - Provides grants to Model Neighborhood homeowners for remedying code violations and modernizing kitchen and bathrooms; also provides emergency grants for correcting serious code violations.
- Housing Improvement Incentive Payments (HIIP) - Supports tenants in upgrading their housing situation through moving assistance and household improvements.
- Housing Planning and Development - Coordinates new housing proposals; provides seed money loans, delivers technical assistance to non-profit sponsors, and assists People Pledged for Community Progress in establishing low-income housing management training programs.

Organizationally, HNIC is comprised of five major departments, portrayed graphically in Exhibit XV.

HOME & NEIGHBORHOOD IMPROVEMENT CENTERPresent Organization and Staffing

HOME AND NEIGHBORHOOD IMPROVEMENT CENTERPresent Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Director	60	2	\$ 1,184	\$ 14,208
Construction Advisor	56	1	1,024	12,288
Construction Advisor	56	2	1,076	12,912
Accountant II	49	3	950	11,400
Housing Specialist	57	5	1,275	15,300
Housing Finance Specialist	48	5	1,024	12,288
Administrative Aide	46	2	846	10,152
Secretary	36	4	738	8,856
Drafting Delineator	35	4	721	8,652
Administrative Trainee	34	5	738	8,856
Housing Aide	34	2	645	7,740
Account Clerk II	32	4	675	8,100
Draftsman	31	5	690	8,280
Draftsman (Vacant)	31	3	631	7,572
Intake Worker	28	4	616	7,392
Steno I	24	3	539	6,468
Clerical Aide	24	1	494	5,928
TOTAL			\$13,866	\$166,392

The current staffing level of HNIC is sixteen full-time positions, with one vacancy, resulting in seventeen full-time allocated staff. (See Exhibit S-XVI) All positions are salaried. The annual staffing cost is \$166,392 or 38% of the program's annual operating budget of \$427,000.

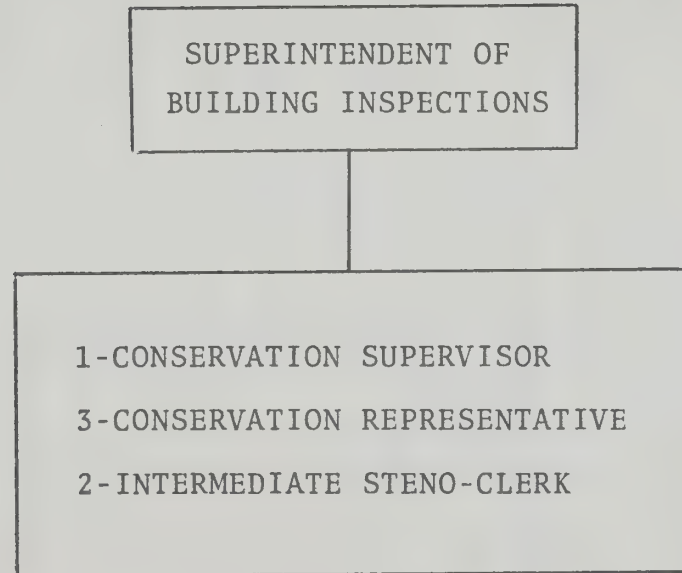
Urban Renewal and Conservation (URC)

URC is presently a functioning unit within the City Building Regulations Department. Its basic mission is: inspect all residential property within the City for code violations, write up code violations, and follow up on work performed to ensure that buildings pass code requirements.

URC is a relatively small unit, consisting of only six full-time positions, one of which, an Intermediate Steno Clerk, is currently vacant. (See Exhibit S-SVII) The professional staff is comprised of three Conservation Representatives and their Supervisor. (See Exhibit S-XVIII) The total annual staff cost in this unit is \$70,020.

URBAN RENEWAL AND CONSERVATION

Present Organization and Staffing Pattern



Present Staffing Pattern

[illegible]

Summary of Present Staffing Costs

The following table depicts the cost of staffing the various housing activities presently operated by the City.

<u>STAFFING LEVEL</u>	<u>RHA</u>	<u>HNIC</u>	<u>URC</u>	<u>TOTAL</u>
Professional/Technical	21	14	4	39
Clerical	<u>4</u>	<u>3</u>	<u>2</u>	<u>9</u>
TOTAL	25	17	6	48
Monthly Staffing Cost	\$ 19,698	\$ 13,866	\$ 5,835	\$ 39,399
Annual Staffing Cost	\$236,376	\$166,392	\$70,020	\$ 472,788
Annual Organization Budget	\$971,800	\$427,000	\$70,020	\$1,468,820
Percent Staff Cost/ Budget	24%	37%	100%	32%

Recommended Staffing Pattern

In accord with the preceding section, "General Organization Structure for Community Development," we recommend that staff in the new Housing Department be organized and assigned in relation to the following four major operational Sections:

- Tenant Relations/Property Management
- Housing Development
- Housing Information & Counseling
- Rehabilitation/Conservation

The recommended organization chart and proposed staffing pattern are represented in Exhibits S-XIX and S-XX respectively. Immediately thereafter, we discuss our specific staffing recommendations for each of these major operating Sections as well as for Housing Department administrative functions.

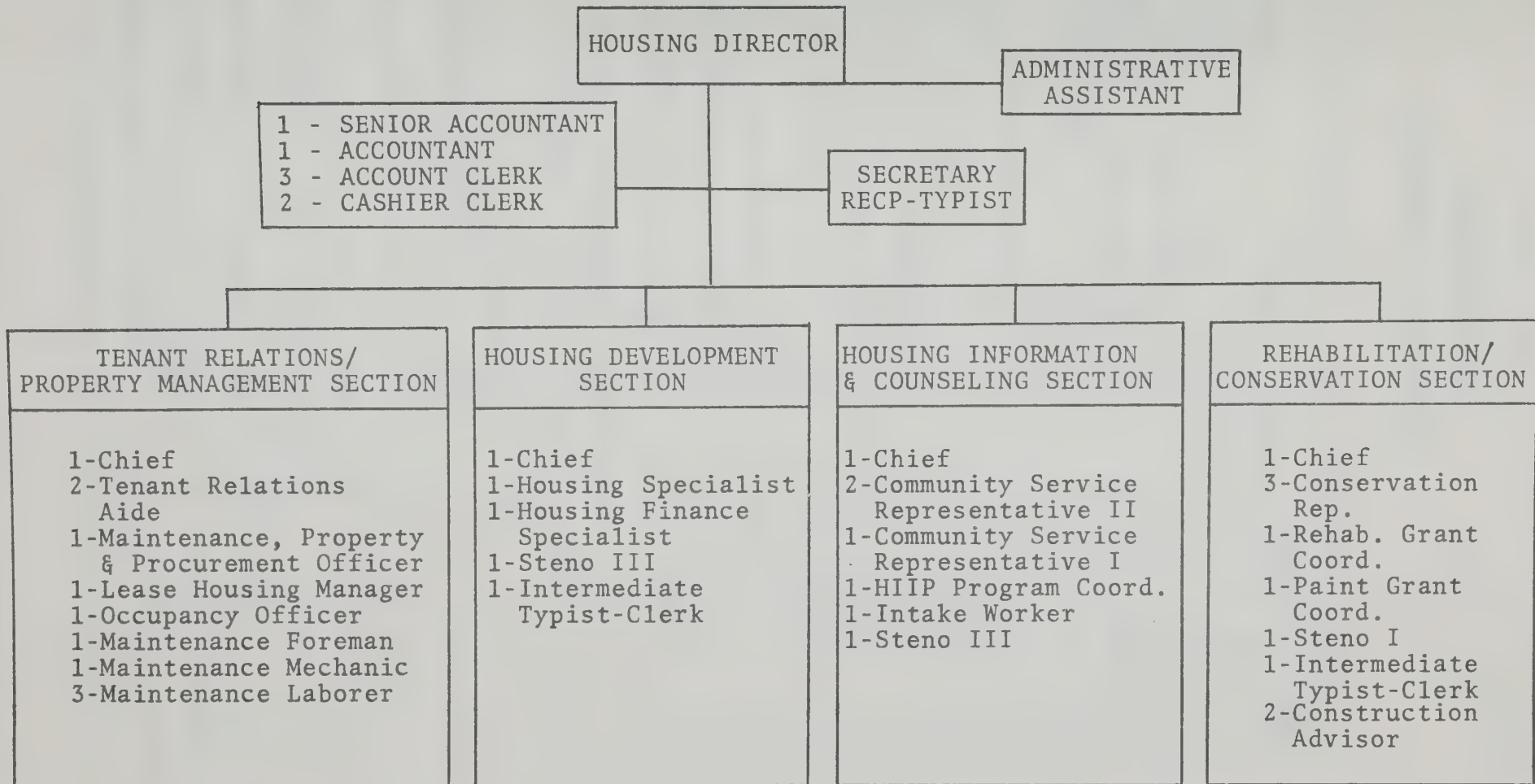
Major Operating Sections

Tenant Relations/Property Management Section

1. The position of Tenant Relations/Property Management Chief should be established. The Chief of this new section is responsible for supervising the activities of Tenant Relations Representatives and the Property Maintenance personnel.
2. A Maintenance Foreman position should be established. Both the Housing Authority and the Redevelopment Agency have had difficulty keeping abreast of their maintenance problems. Presently the Housing Authority's Maintenance Section operates without a direct Supervisor and the Authority has transferred their five grounds maintenance men to the Parks and Recreation Department. This enables the new Housing Division to contract for all grounds maintenance services for city-owned rental property from the Parks and Recreation Department. However, the problem

HOUSING DEPARTMENTRecommended Organization and Staffing

URBAN MANAGEMENT CONSULTANTS



HOUSING DEPARTMENTRecommended Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
ADMINISTRATIVE SECTION:				
1) Housing Director	72	3	\$1,666	\$ 19,992
1) Administrative Assistant	54	3	1,076	12,912
Secretary	36	5	773	9,276
Senior Accountant	57	5	1,275	15,300
Accountant II	49	3	950	11,400
Account Clerk II	32	5	706	8,472
Account Clerk II	32	4	675	8,100
Account Clerk II	32	2	616	7,392
Cashier Account Clerk	32	4	675	8,100
Cashier Account Clerk	32	2	616	7,392
Clerical Aide	24	1	494	5,928
SUBTOTAL			\$9,522	\$114,264
TENANT RELATIONS/PROPERTY MANAGEMENT SECTION:				
1) Chief	64	3	\$ 1,371	\$ 16,452
Tenant Relations Aide	44	4	886	10,632
Tenant Relations Aide	44	2	810	9,720
1) Lease Housing Manager	44	3	846	10,152
1) Occupancy Officer	44	3	846	10,152

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Maintenance, Property, and				
Procurement Officer	32	5	706	8,472
1) Maintenance Foreman	134	2	886	10,632
2) Maintenance Mechanic (5)	\$5.04 per hour			52,440
2) Maintenance Laborer (3)	\$4.34 per hour			27,072
Intermediate Typist-Clerk	28	4	616	7,392
Intermediate Typist-Clerk	28	1	539	6,468
SUBTOTAL			\$14,132	\$169,584
HOUSING DEVELOPMENT SECTION:				
1) Chief	64	3	\$1,371	\$16,452
Housing Specialist	57	5	1,275	15,300
Housing Finance Specialist	48	5	1,024	12,288
Steno III	36	4	738	8,856
Intermediate Typist-Clerk	28	1	539	6,468
SUBTOTAL			\$4,947	\$59,364
HOUSING INFORMATION AND COUNSELING				
SECTION:				
1) Chief	64	3	\$1,371	\$16,452
4) Community Service RepresentativeII	48	1	846	10,152
4) Community Service RepresentativeII	48	1	846	10,152

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
4) Community Service Representative I	38	3	738	8,856
3) HIIP Program Coordinator	34	5	738	8,856
Intake Worker	28	4	616	7,392
4) Steno III	37	3	721	8,652
SUBTOTAL			\$5,876	\$70,512
REHABILITATION AND CONSERVATION :				
SECTION:				
1) Chief	64	3	\$ 1,371	\$ 16,452
Conservation Representative	51	5	1,100	13,200
Conservation Representative	51	5	1,100	13,200
Conservation Representative	51	5	1,100	13,200
Construction Advisor	56	1	1,024	12,288
Construction Advisor	56	2	1,076	12,912
3) Rehabilitation Grants Coordinator	46	2	846	10,152
3) Paints Grants Coordinator	35	4	721	8,652
Intermediate Typist-Clerk	28	1	539	6,468
Steno I	24	3	539	6,468
SUBTOTAL			\$ 9,416	\$112,992
TOTAL			\$43,893	\$526,716

- 1) New Position
- 2) One Additional Position
- 3) Job Title Change
- 4) Transferred from Redevelopment Agency

of answering tenants' complaints concerning plumbing or electrical wiring, window and roof repairs, etc., must be coordinated and supervised. The Project Maintenance Aide functions, formerly performed within the Redevelopment Agency, should be relocated under the direction of the Maintenance Foreman, thereby enabling centralized coordination of all maintenance functions.

3. We recommend adding two positions to the Maintenance unit: Maintenance Mechanic and Maintenance Laborer, to provide more effective maintenance of City-owned rental property. They will report to the Maintenance Foreman.

Housing Development Section

It is our recommendation that the Housing Development Section consist of a Housing Development Chief, Housing Specialist, Housing Financial Specialist, Steno III, and an Intermediate Typist. Except for the position of Housing Development Chief, all these positions currently exist in HNIC. It is our recommendation that the position of Housing Development Chief be established. In addition to supervising the staff of this Section, he will be responsible for planning and managing the construction of all publicly supported housing in Richmond, for fostering citizen input in the project selection and planning process, and for sponsor and contractor selection and coordination.

Rehabilitation/Conservation Section

This Section combines the staff from the City's Urban Renewal and Conservation (URC) unit with certain functions of HNIC. It will consist of the following retitled positions and a new Section Chief:

<u>Number</u>	<u>Recommended Position</u>	<u>Present Title and Origin</u>
1	Rehabilitation/Conservation Chief	New Position
3	Conservation Representatives	Same - URC
2	Housing Construction Advisor	Same - HNIC
1	Rehabilitation Grants Coordinator	Administrative Aide - HNIC
1	Paint and Grants Coordinator	Drafting Delineator - HNIC
1	Intermediate Typist	Same - URC
1	Clerical Aide	Same - HNIC

Combining the inspection capabilities of HNIC with those of URC, and annexing the grant capabilities of HNIC, will substantially strengthen the City's capabilities to maintain an adequate housing stock through rehabilitation of existing housing units.

Housing Information and Counseling Section

It is our recommendation that the Housing Information and Counseling Section serve as the City's Central Relocation

Agency. Therefore, we recommend that a Housing Information and Counseling Chief position be established. This individual's primary function will be to coordinate all available relocation and housing information, i.e., new housing starts, vacancy rates, referrals, rehabilitation loans, management programs, and grant programs, etc. The Federal money presently used to fund the Community Service/Information Division of the Redevelopment Agency should be used to fund this section.

Housing Department Administrative Functions

1. An Administrative Assistant to the Executive Director of the Housing Division position should be established. This position will handle the general administrative functions, such as time sheets, clerical supervision, scheduling of vacations, etc., enabling the new Executive Director to concentrate efforts on functions requiring a high level of managerial skills.
2. A complete Fiscal Section should be established by combining the Senior Accountant, Account Clerks, and Cashier Clerks presently in the Housing Authority with the Accountant and Account Clerk from the HNIC Program. This combination will thus establish comprehensive fiscal management capability within the new Housing Department.

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In summary, for the new Housing Department we are recommending a total staffing level of 50 full-time positions (31 professional-technical, 10 clerical, and 9 maintenance) at an annual staffing cost of \$528,420. This compares to the combined present staffing cost of \$472,788 for the three consolidated organizations. This \$55,632 increase reflects, in summary, the staffing changes listed in summary form in Exhibit S-XXI on the following page (\$12 difference due to rounding).

HOUSING DEPARTMENTSummary of Staffing Changes

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
POSITIONS ELIMINATED:				
Director - Home and Neighborhood Improvement Center (HNIC)	60	2	\$1,184	\$ 14,208
Housing Aide (HNIC)	34	2	645	7,740
Draftsman (HNIC)	31	5	690	8,280
Draftsman (HNIC) - Vacant	31	3	631	7,572
Conservation Supervisor (URC)	54	5	1,184	14,208
Intermediate Steno-Clerk (URC) - Vacant	32	3	645	7,740
Director-Richmond Housing Authority	71	5	1,694	20,328
Leasing and Occupancy Officer (RHA)	44	1	773	9,276
Maintenance Man (RHA) (5)	\$4.04 per hour			42,000
SUBTOTAL				\$131,352
NEW POSITIONS:				
Housing Director	72	3	\$1,666	\$ 19,992
Administrative Assistant	54	3	1,076	12,912
Tenant Relations/Property Management Chief	64	3	1,371	16,452
Leased Housing Program Manager	44	3	846	10,152
Occupancy Officer	44	3	846	10,152
Maintenance Foreman	134	2	886	10,632

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Maintenance Mechanic	\$5.04 per hour			10,488
Maintenance Laborer	\$4.34 per hour			9,024
Housing Development Chief	64	3	1,371	16,452
Rehabilitation/Conservation Chief	64	3	1,371	16,452
Housing Information Chief	64	3	1,371	16,452
Community Service Representative II	48	1	846	10,152
Community Service Representative II	48	1	846	10,152
Community Service Representative I	38	3	738	8,856
Steno III	37	3	721	8,652
SUBTOTAL				\$186,972
NET CHANGE IN STAFFING (INCREASE):				\$ 55,630

Planning Department

Present Staffing

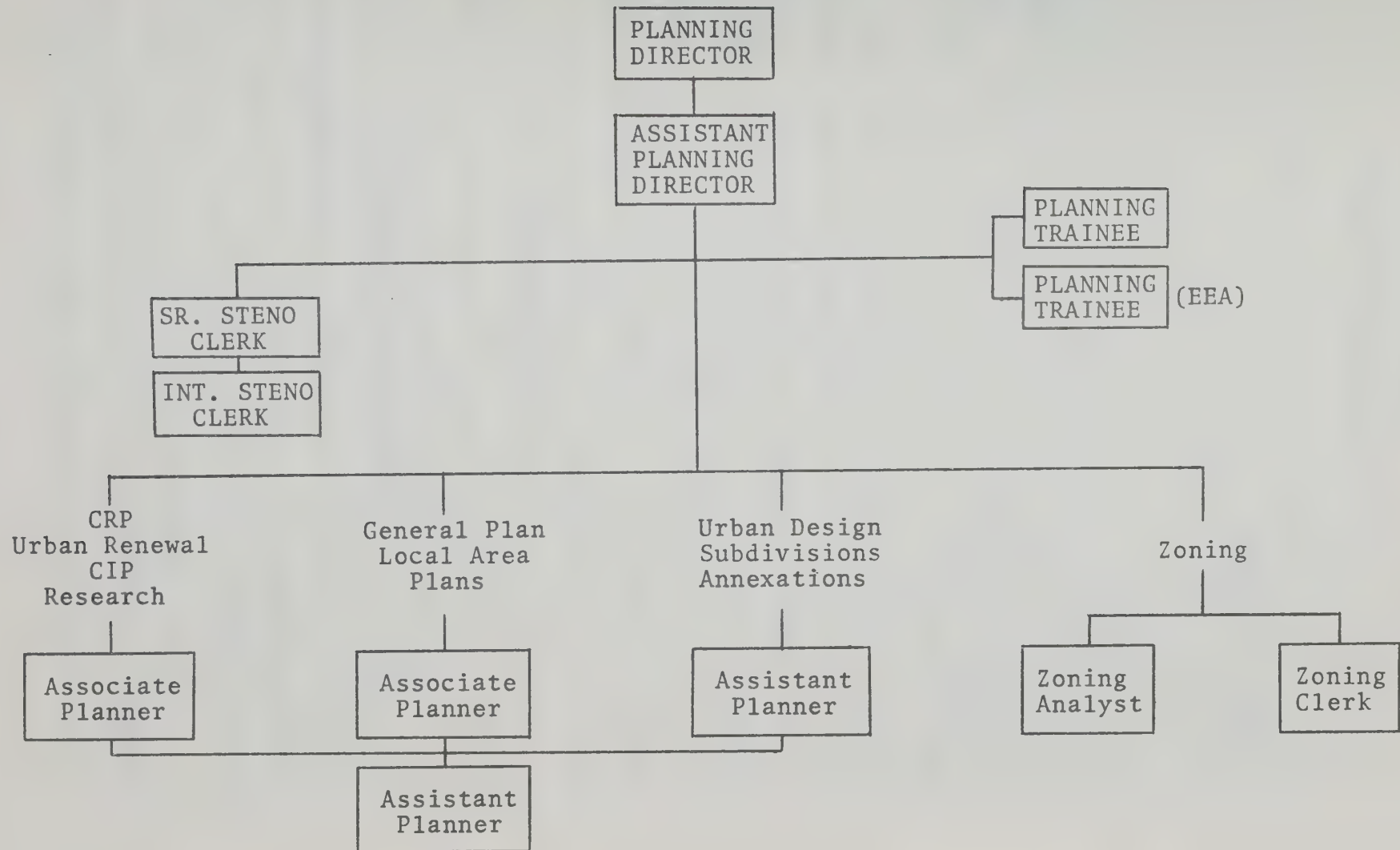
The present organization of the Planning Department is depicted in Exhibit S-XXII. This organization requires the staff listed in Exhibit S-XXIII. One position is vacant (Assistant Planning Director) and one Associate Planner is on full-time loan to the Model Cities program. One Planning Trainee is paid for by Emergency Employment Act (EEA) funds.

The present staffing is insufficient to meet current needs and will be far overloaded if the recommended planning changes in this report are imposed upon existing staff. Furthermore, the assignment of functional planning activities has not kept pace with changes that have taken place in Community Development activities.

We find that with only a few additions, and a slight reorganization, future needs can be adequately accommodated in the Planning Department.

Recommended Staffing

To deal with future planning requirements and to assess the effectiveness of plan implementation, the following steps should be taken:

PLANNING DEPARTMENTPresent Organization

PLANNING DEPARTMENTPresent Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
PERMANENT:				
Planning Director	72		\$ 1,839	\$ 22,068
Assistant Planning Director	Vacant		(1,371)	(16,452)
Associate Planner	59		1,338 2,676	16,056 32,112
Assistant Planner	52		1,129 2,258	13,548 27,096
Zoning Analyst	51		1,100	13,200
Zoning Clerk	35		755	9,060
Planning Trainee	43		907	10,884
Planning Trainee (EEA)	43		(907)	(10,884)
Senior Steno-Clerk	36		773	9,276
Intermediate Typist-Clerk	28		645	7,740
CDA PLANNING STAFF				
Assistant Planner	52		\$ 1,129	\$ 13,548
CDA RESEARCH & EVALUATION STAFF				
Research & Evaluation Coordinator	59		\$ 1,338	\$ 16,056
Research Associate	52		1,129	13,548
Clerk II	28		645	7,740
TOTAL			\$15,194	\$182,328

1. Fill the vacant Assistant Planning Director Position. This position has been vacant for several years, which has penalized an already short-handed Department by eliminating what should be the senior operating planner. We feel strongly that this position should be filled at an early time and that the position should be retitled Assistant Director for Plans Development to reflect its duties to direct the preparation of all City plans as described in the organization of the Planning Department earlier in Chapter II.
2. Consolidate Urban Design and Zoning activities into an Ordinance Administration section. These activities are concerned primarily with enforcement of City Ordinances as opposed to more theoretical development of plans. There is good organizational reason to combine the functions into a single section which will also be responsible for Subdivision and Annexation analysis.
3. Transfer the Research and Evaluation Section from the CDA to the Planning Department. At present, an Associate Planner is assigned the duty of maintaining a data bank of all necessary or desirable planning information. Not only is this an excessive task for one person's additional duty, it deprives the City of a significant portion of the time of a senior planner. Over the past three years the CDA Research and Evaluation section has developed data gathering and analysis

capabilities which can be of good use in the Planning Department. Transfer of this section will also bring to the Planning Department the capability for beginning to evaluate impact and effectiveness of City programs -- a process which should lead eventually to more effective planning and re-programming of funds with attendant cost savings. We recommend that the CDA fund this transfer through 1974 as a development of on-going capability at the City level.

4. Apply "flexible staffing" principles to the Planner positions.

The distinction between Associate and Assistant Planner is a valid reflection of experience and skill. However, designating positions as Associate or Assistant limits flexibility in hiring. We recommend that four positions of Associate/Assistant Planner be created, allowing the City to fill the position at Grade 59 (Associate) or Grade 52 (Assistant) depending upon the experience and skill of candidates. Furthermore, this will enable promotion from Assistant Planner to Associate Planner, upon the incumbent's gaining requisite experience, without waiting for a position to be vacated. Long-term cost effects of this change should not differ from present costs for two Associate and two Assistant Planners.

5. Add one Assistant Planner position. Notwithstanding the above, there is need for one entry level position in the Plans Development section to provide capabilities above those of a

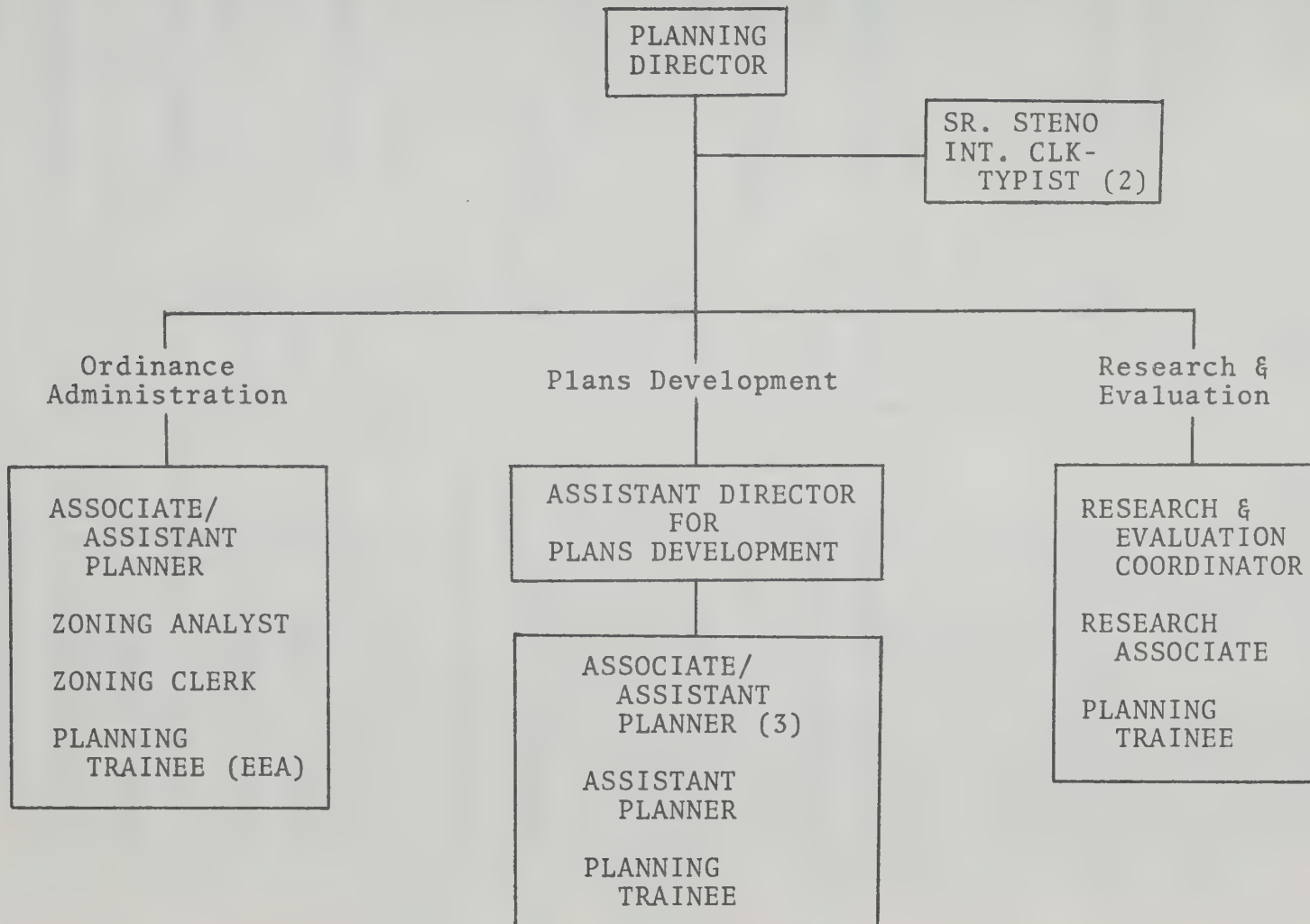
Trainee at a lower cost than an Associate Planner. We recommend that this position be funded by the CDA through 1974, as a transfer of the existing position in the CDA organization to the Planning Department.

6. Assign Planning Trainees to specific sections. Trainees may be rotated through all sections if desired but we recommend that each section be assigned one Planning Trainee. This will require adding one position, which we recommend be funded partially by transfer of the two part-time Planning Trainee positions from the CDA.

These recommendations are reflected in Exhibit S-XXIV, which represents our suggested organization, and Exhibit S-XXV, which summarizes the cost of recommended staffing.

PLANNING DEPARTMENT

Recommended Staffing



PLANNING DEPARTMENTRecommended Staffing Pattern

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Planning Director	72		\$ 1,839	\$ 22,068
Assistant Planning Director	64		1,371	16,452
Associate/Assistant Planner (4)	59/52		1,119/4,476	13428/53712
*Assistant Planner	52		1,129	13,548
Zoning Analyst	51		1,100	13,200
Zoning Clerk	35		755	9,060
Design Planning Trainee (EEA)	43		(907)	(10,884)
Planning Trainee (2)	43		907/1,814	10884/21768
*Research & Evaluation Coordinator	59		1,338	16,056
*Research Associate	52		1,129	13,548
Senior Steno Clerk	36		773	9,276
*Intermediate Typist Clerk (2)	28		645/1,290	7740/15480
TOTAL COST			\$17,014	\$204,168
RECOMMENDATIONS:				
Add:				
Assistant Planning Director	60		\$1,371	\$16,452
Assistant Planner	52		1,129	13,548
*Planning Trainee	43		907	10,884
(CDA Funds - See Community				
Relations)			(755)	(9,060)
NET INCREASE IN STAFFING COST:			\$2,652	\$31,824

* These positions are recommended to be funded by the CDA through 1974.

Management Services Group

In Chapters I and II we describe the need for a small group of analysts, reporting to the City Manager and Assistant City Managers, which can provide 1) analysis of issues and programs for the Council and Manager, 2) development of new management techniques for the City as a whole, and 3) internal technical assistance capability to City Departments in improving management and administration.

We recommend that three analysts staff this group, led by a Senior Analyst. The three analysts should, among them, possess the following capabilities:

- Program coordination
- Program monitoring
- Program evaluation
- Data processing
- Systems Development and Analysis
- Budget analysis

Though any one person may be expected to provide more than one skill, the group should be maintained in balance so that all these skills are present.

Further, we recommend that the Group be funded as follows:

- Senior Management Services Analyst paid from City funds.
- Management Services Analyst paid from CDA funds.
- Management Services Analyst paid from Port revenues.

We do not present an organization chart for this group because we feel the group should be unstructured in its assignments and free to apply its skills in the appropriate fashion for each task.

A major initial task of the Management Services Group will be working closely with the Council and Manager to assist the implementation of this report. The skills of the group will be particularly suited to this task and their position within the City staff will enhance their ability to deal with individual departments.

Exhibit S-XXVI lists the recommended salary scale for the three positions proposed.

Summary of Overall Staffing Recommendations

A summary of our recommendations is shown in Exhibit S-XXVII.

In the various departments and agencies comprising the Community Development Division, we have recommended eliminating 22 positions. We have recommended creating 26 new positions throughout the City. As indicated, the total annual salary cost of the positions eliminated is \$231,852 while the annual salary cost of the new positions is \$297,408, resulting in a net increase in staff costs of \$65,556.

However, as Exhibit S-XXVIII shows, this cost is not borne entirely by City funds. The net cost of City funds incurred is \$43,896, with other positions funded from other sources. Additionally, a number of existing positions in other agencies have been recommended to be transferred to City Departments. This is particularly true as regards the CDA -- which gives Community Relations and considerable Planning staff to the City. We feel this is an appropriate use of CDA funds to enhance the City's capabilities. However, the City must begin planning now to find alternative sources of funding for these positions, pending resolution of the future of Model Cities.

COMMUNITY DEVELOPMENT DIVISIONSummary of Overall Staffing Recommendations

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
POSITIONS ELIMINATED:				
Community Development Support				
Functions:				
Community Relations Specialist I	26	4	\$ 590	\$ 7,080
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	4	590	7,080
Community Relations Specialist I	26	3	564	6,768
Administrative Trainee	34	2	645	7,740
SUBTOTAL			\$2,979	\$35,748
Economic Development Department:				
None				
SUBTOTAL				- 0 -
Redevelopment Department:				
Controller	67	4	\$1,550	\$18,600
Community Service Chief	64	5	1,513	18,156
Project Maintenance Aide	21	3	504	6,048
SUBTOTAL			\$3,567	\$42,804

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Manpower & Social Service Department				
None				
SUBTOTAL				- 0 -
Housing Department:				
Director, Housing Authority	71	5	\$ 1,694	\$ 20,328
Director, HNIC	60	2	1,184	14,208
Conservation Supervisor (URC)	54	5	1,184	14,208
Housing Aide (HNIC)	34	2	645	7,740
Draftsman (HNIC)	31	5	690	8,280
Draftsman (HNIC)	31	3	631	7,572
Intermediate Steno-Clerk (URC)	32	3	645	7,740
Leasing & Occupancy Officer (RHA)	44	1	773	9,276
Maintenance Man (5) (RHA)	\$4.04 per hour		3,500	42,000
SUBTOTAL			\$10,946	\$131,352
Land Agent			\$ 1,829	\$ 21,948
TOTAL COST SAVINGS			\$19,321	\$231,852
TOTAL POSITIONS REMOVED = 22				

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
NEW POSITIONS:				
Community Development Support				
Functions:				
Community Relations Specialist II	34	3	\$ 675	\$ 8,100
SUBTOTAL			\$ 675	\$ 8,100
Management Services Group:				
Senior Management Services Analyst	67	3	\$ 1,476	\$ 17,712
Management Services Analyst	59	3	1,214	14,568
Management Services Analyst	59	3	1,214	14,568
SUBTOTAL			\$ 3,904	\$ 46,848
Economic Development Department:				
Economic Development Director	64	3	\$ 1,371	\$ 16,452
SUBTOTAL			\$ 1,371	\$ 16,452
Redevelopment Department:				
Senior Accountant	57	3	\$ 1,155	\$ 13,860
Administrative Service Assistant	54	3	1,076	12,912
SUBTOTAL			\$ 2,231	\$ 26,772

POSITION	GRADE	STEP	MONTHLY SALARY	ANNUAL SALARY
Manpower & Social Service Department:				
Manpower & Social Service Director	71	3	\$ 1,626	\$ 19,512
Social Service Liaison	52	3	1,024	12,288
SUBTOTAL			\$ 2,650	\$ 31,800
Housing Department:				
Housing Director	72	3	\$ 1,666	\$ 19,992
Administrative Assistant	54	3	1,076	12,912
Tenant Relations/Property				
Management Chief	64	3	1,371	16,452
Housing Development Chief	64	3	1,371	16,452
Rehabilitation/Conservation Chief	64	3	1,371	16,452
Housing Information Chief	64	3	1,371	16,452
Leased Housing Program Manager	44	3	846	10,152
Occupancy Officer	44	3	846	10,152
Maintenance Foreman	134	2	886	10,632
Maintenance Mechanic	\$5.04 per hour		874	10,488
Maintenance Labor	\$4.34 per hour		752	9,024
SUBTOTAL			\$12,430	\$149,160

EXHIBIT S-XXVIII
NET EFFECT OF STAFF CHANGES
BY FUNDING SOURCE

	<u>ANNUAL SALARY</u>	
	<u>DECREASE</u>	<u>INCREASE</u>
<u>FUNDED BY CDA</u>		
<u>Eliminated</u>		
Community Relations Specialist I	\$ 7,080	
Community Relations Specialist I	7,080	
Community Relations Specialist I	7,080	
Community Relations Specialist I	6,768	
Administrative Trainee	7,740	
<u>Added</u>		
Management Services Analyst		\$14,568
Community Relations Specialist II		<u>8,100</u>
SUBTOTAL	\$35,748	\$22,668
NET CHANGE IN STAFF COST	\$13,080	

FUNDED BY PORT REVENUES

Eliminated

None

Added

Economic Development Director		16,452
Management Services Analyst		<u>14,568</u>
SUBTOTAL	- 0 -	\$31,020
NET CHANGE IN STAFF COST		\$31,020

EXHIBIT S-XXVIII (Continued)

	<u>ANNUAL SALARY</u>	
	<u>DECREASE</u>	<u>INCREASE</u>
<u>FUNDED BY CEP/PEP</u>		
<u>Eliminated</u>		
None		
<u>Added</u>		
Manpower & Social Services Director		<u>\$19,512</u>
SUBTOTAL	- 0 -	\$19,512
NET CHANGE IN STAFF COST		\$19,512

FUNDED BY REDEVELOPMENT

<u>Eliminated</u>		
Controller	\$18,600	
Community Service Chief	18,156	
Project Maintenance Aide	6,048	
<u>Added</u>		
Senior Accountant		13,860
Administrative Service Assistant		12,912
Housing Information Chief		<u>16,452</u>
SUBTOTAL	\$42,804	\$43,224
NET CHANGE IN STAFF COST		\$ 420

FUNDED BY HOUSING AUTHORITY

<u>Eliminated</u>		
Director	20,328	
Leasing and Occupancy Officer	9,276	
Maintenance Man (5)	42,000	

EXHIBIT S-XXVIII (Continued)

	<u>ANNUAL SALARY</u>	
	<u>DECREASE</u>	<u>INCREASE</u>
<u>Added</u>		
Housing Director		\$19,992
Tenant Relations/Property Management Chief		16,452
Leased Housing Program Manager		10,152
Maintenance Foreman		10,632
Maintenance Mechanic		10,488
Maintenance Laborer		9,024
		<hr/>
SUBTOTAL	\$71,604	\$76,740
NET CHANGE IN STAFF COST		\$ 5,136

FUNDED BY HNICEliminated

Director	14,208
Housing Aide	7,740
Draftsman	8,280
Draftsman	7,572

Added

Housing Development Chief		<hr/> 16,452
SUBTOTAL	\$37,800	\$16,452
NET CHANGE IN STAFF COST	\$21,348	

FUNDED BY CITYEliminated

Conservation Supervisor	\$14,208
Intermediate Steno-Clerk	7,740
Land Agent	21,948

EXHIBIT S-XXVIII (Continued)

	<u>ANNUAL SALARY</u>	
	<u>DECREASE</u>	<u>INCREASE</u>
<u>Added</u>		
Rehabilitation/Conservation Chief		\$16,452
Assistant Planning Director		16,452
Senior Management Services Analyst		17,712
Administrative Assistant (Housing)		12,912
Planning Trainee (Part)		1,824
Occupancy Officer		10,152
Social Services Liaison		<u>12,288</u>
SUBTOTAL	\$43,896	\$87,792
NET CHANGE IN STAFF COST		\$43,896
GRAND TOTAL CHANGES		\$65,556

CHAPTER IV
PERSONNEL

CHAPTER IV

PERSONNEL

As a part of City reorganization as detailed in Chapters II and III, many persons whose job assignments are not now covered by the City personnel system would be brought directly into City employment. As a part of our study we were asked to examine the feasibility and desirability of consolidating the four separate personnel systems now being operated (City, Housing Authority, Redevelopment Agency, and CDA) into one system, based upon City personnel policies.

In carrying out that analysis, we reviewed the present status and functioning of the systems, the basis for consolidation, and, when appropriate, the actions necessary for consolidation.

Present System Status

Three major areas were reviewed in this regard:

- Comparability of the various provisions making up each system
- Flexibility of each system for open hiring and affirmative action
- Present operations and administration of each system

Comparability

1. Fringe Benefits. Differences do exist in the non-monetary compensation to employees under the four systems. However, those differences tend to be among relatively easily resolvable areas involving the permitted time off (vacations, sick leave, compensatory time, etc.) and the process by which it is granted and approved. In the areas of greater difficulty for consolidation (retirement benefits, health care), general comparability has been achieved by allowing participation of other employees in City plans.
2. Selection Flexibility. This is a major area of non-comparability, particularly between the City and the CDA. The CDA and, to a lesser extent, the Redevelopment and Housing Agencies grant flexibility to the administrators to exercise discretion in selection, within guarantees of the competitive process. The City's Personnel Rules require use of the "Rule of Three", which dictates that the position be filled from among the three top ranked applicants, regardless of the gap in capability between the 3rd and 4th ranked individuals. In practice, (92% of the time, in one Richmond study) the top-ranked candidate has been selected.

The Personnel Director has prepared and circulated several sophisticated analyses of the effect of the Rule of Three on candidate selection in Richmond which we reviewed and do not duplicate here. We are in full agreement with the conclusions he has drawn, however.

Any envisioned consolidation of personnel systems must address and resolve variations in the existing selection processes before consolidation is undertaken.

3. Promotion Flexibility. Similar to the selection process, promotion of employees is a major area of conflict in the provisions of the various systems. The Rule of Three governs all permanent promotion in the City's personnel system, while greater flexibility is granted to administrators and supervisors under the other systems.

In particular, systems developed more recently than the City's (such as the CDA) have had success in utilizing "flexible staffing" procedures by which a single position may be filled at the lower of two skill levels, allowing the incumbent to be promoted to the higher skill level within the same job without the need for formal, competitive procedures. Promotion under such principles is based upon demonstration that the incumbent has performed at the higher level of skill.

Standardization of promotional procedures must be resolved prior to any consolidation.

4. Personnel Rules. Our analysis was not intended to provide revised personnel rules. However, discussions with city staff have led us to fully support their conclusion, based on more detailed analysis, that the Personnel Rules of the City are unduly restrictive of management and need substantial revision beyond the specific items above.

We have compiled a list of those specific desirable rule changes that were apparent to us. These deal just with changes necessary to enable consolidation of personnel systems. Beyond that, we recommend that a full study of the rules, looking toward a thorough updating, be undertaken by internal staff.

- a) Rule III, Section 2(a)-(e), states the procedures for adoption and revision of the classification plan in the City system. Real differences in this area exist among the City, Redevelopment, Housing, and Model Cities.
- b) Rule III, Section 4, requiring public hearing on allocation lists within the classification plan, is a marked departure from practice in non-City agencies.

- c) The same remarks can be made for City rule references to reallocation of positions, revisions of specifications, and new positions (Rule III, Sections 5, 8, and 9).
- d) Rule IV, Section 1, indicates that the Personnel Board should provide for a compensation plan. Redevelopment rules call for the Executive Director to establish a compensation plan.
- e) There are differences in methods of overtime payment between the City (Rule IV, Sections 11.3-11.7) and the Housing Authority.
- f) Rule IV, Section 11.7 and Section 13, involving call-back time and night shift differentials, are aspects of specialized compensation that are not mentioned in non-City agency personnel rules.
- g) Rule IV, Section 11.8(b), excludes all employees in exempt service from the benefits of Section 11 of the City rules. Community Development employees should be made a part of the non-exempt service.
- h) All of Rule V in the City will be subject to considerable modification under affirmative action recommendations.
- i) The certification process in the City (Rule V, Sections 4.2-4.6) constitutes a high degree of formality in appointing employees compared to other agencies.
- j) The Housing Authority and the Redevelopment Agency have the same probationary period. However, there are differences between these agencies and the City, and between all three and Model Cities.
- k) There are differences among the City, Redevelopment, and Model Cities in sick leave provisions, specifically in rate and amount of accumulation. In addition, there are minor procedural differences in the approval process.

- 1) All rules treat provisions such as military, maternity, compassionate, death, personal and jury duty leave. There are numerous but minor differences to be resolved.
- m) The vacation policy of each organization is different. These range from 5/6 days per month and unlimited accumulation for Model Cities to a complex progressive series of benefits for the City.
- n) The City rules give virtual authority for demotion, suspension, and interdepartmental transfer to the City Manager. On the other hand, the Housing Authority does not really address the question, the Executive Director is assigned that job in Redevelopment, and Model Cities is vague as to delegation of authority.
- o) The responsibility for resignation and lay-off of personnel is vested in the City Manager and CDA Director in their respective organizations. Housing and Redevelopment rules do not address the subject, or fail to assign responsibility.
- p) The City's appeal procedures involve the Personnel Board as the major hearing body, whereas Redevelopment still refers to the Agency "members" as the reviewing body, the Housing Authority's final appeal body is still stated as the "Commissioners" and the Chairman of the Personnel Committee is the responsible party in the Model Cities program. This, in company with marked differences in procedure, will have to be resolved.

Affirmative Action

Within the past year, the City Council has reviewed various plans intended to enable the City's work force to become more representative

of the racial composition of the City's population and to ensure that opportunities exist and are created for women and members of minority races to be selected and promoted within the City service.

We were not asked to prepare comments on the various options presented. We found, though, that the City's Personnel Rules unduly restrict the flexibility built into the City Charter to enable affirmative action. For example:

- The Charter [Section 2(c)] requires competitive exams for entry and promotion. The Rules have interpreted this as leaning strongly toward written exams.
- The Charter [Section 2(e)] provides for promotional exams at the authority of the Personnel Director. The Rules lean toward open examinations for all positions.
- The Rules provide seniority points to give additional weight to long-time employees in promotion. There does not seem to be a valid performance-related reason for this.
- The Rules, not the Charter, impose the aforementioned Rule of Three in selection.

Affirmative action should proceed with haste upon its own merits, independent of this study. We found, however, that opportunities are presently greater in the three "exempt" systems than under the City's Personnel Rules as they presently exist. Thus, we feel

strongly that consolidation of Housing, Redevelopment and CDA personnel into the City's system will be a disservice to those staff unless significant steps are taken to broaden flexibility within the City's Personnel Rules prior to consolidation.

Present Operations and Administration

Despite the stated differences among personnel systems, there are several major aspects of the present parallel operations that would facilitate a relatively simple consolidation process, once system differences are resolved:

- The City Personnel Director has assumed the role of Personnel Officer for Housing and Redevelopment.
- Records are parallel in nature and, in most cases, stored in a common location.
- Compensation schedules in the "exempt" systems are based upon the City's own plan.
- Recent activities, such as Annual Arrangements, are causing staffs to work more closely together with the result that many of the intangible fears accompanying a consolidation are being dispelled.

Perhaps most important, Richmond is relatively unique in that the City Council is the personnel policy making group for all systems.

Though the Charter specifies certain activities as being within the purview of the Personnel Board, the Council retains final authority. This single aspect is particularly significant for consolidation -- it means that no major negotiations will be necessary between various independent authorities.

Consolidation

Original studies of the Community Development issue suggested the desirability of investigating the consolidation of personnel systems. The priority assigned to this phase of the overall project was set low prior to UMC's involvement. Consequently, in the Personnel area, we have concentrated on broad analysis of issues and identification of work steps which must be accomplished to enable consolidation.

As noted above, many revisions are desirable whether or not consolidation goes forth. These revisions, and those more directly related to consolidation, can and should be carried out by City staff working with the City Council, the Charter Review Committee, and Federal agencies.

Prior to undertaking a consolidation of personnel systems, all parties should be aware that there is no compelling economic basis for consolidation. No cost savings or major efficiencies will result from the

action. Rather, consolidation must be undertaken because all parties agree that good personnel administration and employee relations will be enhanced as a result.

Specifically, consolidation should be undertaken only if all parties are agreed upon:

- The moral and ethical feeling that all employees doing similar work for the City should have equitable pay and benefits (i.e., that classification and compensation should be made fully equitable.)
- The desire to allow more open selection of employees into all agencies and departments.
- The desire eventually to develop the capacity to transfer and promote employees laterally among agencies.

If these intangibles are found to be compelling -- and we believe that they are -- full investigation and resolution of the major and minor issues should proceed.

Actions Necessary Before Consolidation

1. Revise the personnel rules initially to provide enough flexibility to permit implementation of affirmative action. In addition to affirmative action, the rule changes should allow Department heads more latitude in selecting and promoting

candidates. More specifically the suggested rule changes should:

- a) Create flexibility in interpreting test scores by eliminating the restrictive "average" and "weighted" score concepts.
- b) Establish more equity by eliminating seniority credits.
- c) Create flexibility in appointments from lists by utilizing the broader range ranking concept rather than highest to lowest qualifying score.

In addition, many public jurisdictions recognize the problems inherent in the strict application of the ranking system and the "Rule of Three."

2. Combine the classification and compensation plans of the four systems, to provide:

- Standard specifications
- Salary equity
- Classification parity
- Equity of minimum qualification requirements
- Uniform compensation (including fringe benefits).

The above mentioned similarities among the systems should make this step relatively mechanical.

Actions Necessary During Consolidation

In order to achieve actual consolidation, the following steps are required. These are presented in order of importance and indicate the desirability of first establishing a policy and regulatory framework for the consolidated personnel system.

1. The City Council, based on the recommendations of the City Manager and Personnel Director, should adopt a resolution establishing a unified Personnel system within the City.
 - The resolution should establish the purpose of the system, outline the level of delegated authority to the Manager, describe the role of appeals and/or advisory bodies and generally depict the characteristics of the system. The mandates presently in the City Charter must be adhered to in developing the specifics of the resolution.
 - The resolution should further name the Personnel Director, a member of the Personnel Board, a City line Department Head, and representatives from Model Cities, Redevelopment and Housing Agencies as an ad hoc committee to develop a specific, revised body of Rules and Regulations applying to all elements of the unified system.

This would provide the regulatory framework for the new system and reflect and supplement the policy resolution of the Council. Care must be taken in this process not to attempt to resolve issues created by the City Charter. This is a separate effort and will take more time and consideration by the public for various rule changes suggested by staff.

2. Analyze the Personnel activities and workload of Model Cities, Redevelopment, and Housing, and make appropriate transfers to the City Personnel Department in order to avoid duplication of activities.
3. Consolidate the Personnel records for each system in the City Personnel Department.
4. Bring all employees of the Model Cities, Redevelopment and Housing Agencies into the City Civil Service System and provide them appropriate status under that system.
 - Determine "civil service status" by a combination of oral exam, performance tests, and/or performance evaluation review depending upon what is most appropriate in terms of the job under consideration.
 - Give no one "civil service status" who has not had an evaluation performance rating of at least satisfactory for the last year.
 - Form a special committee comprised of the Personnel Director, Assistant City Manager for Community Development, a member of the City Personnel Board, and a member of the City Council in order to conduct the oral examinations.
 - Schedule the precise timing of the transition to correspond to the implementation of actual reorganization under Community Development.
 - Assign the City Personnel Department the responsibility for the administration of all performance tests.

- Upon granting of civil service status, base all future promotional decisions upon competitive examination practice.

5. Examine and modify the internal organization, staffing, and procedures of the City Personnel Department as appropriate to absorb the additional workload represented by the consolidation.

Actions Desirable After Consolidation

This section describes a number of actions we feel will provide more effective personnel administration, regardless of consolidation. They are not directly related to consolidation per se, and will require extensive study in several cases. Nonetheless, we feel strongly that they should be addressed shortly after the crucial steps toward consolidation are completed.

1. The City badly needs to revise Article XIII of its Charter, in order to create a more flexible approach and more balance in handling personnel matters. In this regard the Charter Review Committee has done considerable work in examining the relevancy of Article XIII and in particular those sections referring to the City Personnel Board. The Personnel Director has assisted in this process by indicating the major problems.

The Charter:

- a) Forbids the exclusive use of the personal interview as a promotional examination. Many top level administrative positions lend themselves to this testing technique.
 - b) States that the Personnel Board recommends a compensation plan to the City Council. This appears to conflict with the Meyers-Miliias-Brown Act.
 - c) Calls for a two-year "life" for employment lists. This should vary with the nature of the position.
 - d) Defines the role of the Personnel Board as being involved in the approval of technical classification and compensation matters. This is a role for which the Board is not prepared.
2. The City's Personnel Rules need to be reviewed in order to eliminate detail, provide administrative flexibility, and restore a proper level of management responsibility in personnel matters.

The City's rules are presently a hindrance to good personnel administration. They restrict city management and the Personnel Director from reacting in a flexible manner to modern personnel requirements. Following is a list of rule sections which we feel should be changed or deleted in addition to recommended changes for affirmative action.

- a) Rule III, Sections 2, 3, 4, 5, 8, and 9 all indicate the involvement of the Personnel Board in technical classification matters.

- b) Rule IV, Sections 1, 2, 3, and 5, involve the Board in individual compensation concerns.
- c) Rule IV, Section 9, places unnecessary restrictions on the department head in utilizing temporary assignments.
- d) Rule V, Section 2(a), indicates the Personnel Board should assess "insufficient competition" in police and fire promotional exams. This is a highly technical decision for which the Board is probably unqualified.
- e) Rule V, Section 3.2, needs revision in order to create practicality in length of employment lists.
- f) Rule III, Sections 1 and 2, specifically states the length of a probationary period. In our opinion this places arbitrary restrictions on the department head as each individual employee may exhibit different rates of orientation to a job.
- g) Rule VIII, Section 2, is in direct contradiction to the spirit of the competitive civil service.
- h) Rule XI, Section 3, overly protects the employee in areas which are normally management's prerogative.
- i) Rule XVI should be deleted from the rules as unnecessary detail.

The role of the Personnel Board should be carefully studied. Our observations in Chapter VI, Advisory Boards, led us to recommend the change of its name to "Personnel Commission" for consistency with other groups.

However, more substantive issues cause concern. We strongly recommend that a citizen/City task force address the Charter-established functions of the Personnel Board at the same time Article XIII is being reviewed.

Specifically, we feel that:

- a) The Board (Commission) is too involved in day-to-day personnel matters and usurps the proper management prerogatives of the City Manager and his Personnel Director. We would suggest a role more related to advisory matters and grievance hearings as appropriate.
- b) The Board (Commission) should report directly to the Legislative and Human Resources Committee of the City Council, rather than functioning as a semi-autonomous body.
- c) The composition of the Board (Commission), and particularly the presence of employee-selected members is in conflict with the Board's responsibility to hear grievances and union arguments. Conflicts may also exist with the Meyers-Miliias-Brown Act in this area. We suggest an expansion of Board (Commission) membership to seven, all appointed by the City Council, with attention given to racial and geographic representation as well as to other interested groups.

CHAPTER V
FINANCE & CONTROL

CHAPTER V

FINANCE AND CONTROL

The creation of the Community Development Division described in the preceding sections of this report will involve a reorganization of duties and responsibilities among personnel from the various activities which will be included in the new structure. The reorganization also provides the opportunity to coordinate and strengthen financial planning, control, and City-wide budgeting of funds, initially for those same activities which will be part of the new Division. This section of the report specifies the needs for financial support for Community Development activities and presents our recommendations concerning how Richmond should proceed in filling these needs.

Background and Methodology

Increasing Federal support of cities' activities over the past ten years has resulted in considerable expansion of individual city budgets and a corresponding increase in the need to manage and control the expenditures of Federal funds flowing into cities from various funding sources.

This assistance has brought with it additional financial responsibilities of program planning and budgeting as well as many detailed application and reporting submission mandates.

The various activities, funding sources, and reporting requirements have created considerable challenges for cities to maintain adequate record-keeping and accounting systems in order to provide the necessary information to fulfill these complex requirements.

The City of Richmond is a prime example of the result of this expansion of Federally-funded activities. In 1968, the City's General Revenue Fund was budgeted at \$12 million. In addition to that, Federal support provided approximately \$4 million in incremental funds. Today, the City's General Revenue Fund is still approximately \$12 million; however, Federally-supported activities now provide approximately \$16 million incremental dollars. In short, the City's total available funds have nearly doubled over the past four years with very limited additional burden on the local tax base.

The initial diagnostic report on the Community Development Organization and Richmond's subsequent Request for Proposals suggested the development of a single, consolidated financial system which could accurately track expenditures for Community Development activities and could pinpoint funding sources for these expenditures on an on-going basis. Additionally, it was felt that such a system should be based upon program plans and budgets rather than on line-item expenditures and should provide information useful to program decision-makers as well as to the City Council and Manager.

In order to determine the process by which such support could be developed, the financial management functions of the City Finance Department were reviewed with the Finance Director and members of his staff. It was not our intent to undertake a complete, detailed review of the operations of the Finance Department. The purpose was, rather, to review the activities of the Department with respect to the ways in which present operations could be expanded to meet the financial needs of the new Community Development Division.

In addition, we also reviewed the financial functions of the individual activities which would be included under or affected by the Community Development structure. The programs included in this review were the following:

- Richmond Redevelopment Agency (RRA)
- Recreation and Parks Department
- Richmond Housing Authority (RHA)
- Model Cities Program (CDA)
- Public Works Department
- Concentrated Employment Program (CEP)

The specific results of these individual program reviews are summarized in a latter section of this chapter. The general findings resulting from the review of the Finance Department and the financial components of the above programs are presented below.

General Findings

As a result of our overall review of the City's financial activities, we have concluded that the City of Richmond maintains a financial system which is adequate to control both the receipts and expenditures of General Revenue funds by the City. The Finance Department maintains basically a line-item accounting system, planning for and controlling expenditures on a line-item basis. A yearly budget is prepared by the Finance Department after inputs have been made by the various programs and City Departments which are included in the City's budget. Throughout the budget year, a monthly report is prepared by the Finance Department which indicates, by Department 1) the dollars planned for the year, 2) the amounts encumbered to date, and 3) the amounts remaining.

The Finance Department maintains a cash control system which is also adequate for the City's purposes. A cost accounting system is also in effect which is used primarily to support the Public Works Department.

In addition, there already exists some consolidation between various program areas and City Finance, primarily involving the functions of payroll and purchasing. Both of these functions are currently being performed for all activities except the Housing Authority and the Redevelopment Agency, which presently operate with relative financial autonomy.

Based on general observations (and not a detailed financial audit), it is our opinion that the Finance Department is maintaining an adequate financial system to create the necessary accounting records and produce accurate financial statements for the City. Cash control is good and internal control appears adequate. In our review, we did not observe any technical deficiencies which would result in audit findings of serious proportions. On the contrary, the financial system appears adequate and is similar to others which are maintained for cities the size of Richmond.

However, we do not believe that consolidation of Community Development financial components into City Finance is either feasible or practical at this time, for the reasons discussed below.

Whereas the Finance Department has been successful in maintaining adequate financial control for the City's own internal financial needs, it has failed to be responsive to the additional financial planning and reporting responsibilities which funding assistance from various Federal agencies has required. We feel that this problem is due to the lack of program planning, budgeting, and control capabilities in City Finance. The majority of the information required by Federally-funded assistance must be recorded as detailed costs on a program basis, which the City's line-item accounting system does not presently have the capacity to produce. The City does maintain various program accounts,

but these are summary in nature and do not provide the detail which is necessary for Federal reporting purposes. For example, the Recreation and Parks Department cannot tell from the City's monthly budget report what specific items are included in the encumbrance column reported for their various projects. Documentation of expenditures from different funding sources (e.g., Model Cities, Redevelopment) is not provided. When the detail is examined, project personnel report that they occasionally find that fund expenditures have been applied incorrectly against various projects and programs. In short, most of the detail to support the reporting of specific program costs is lacking, and there are often inaccuracies in postings to various program accounts.

These deficiencies are particularly relevant since Federally-supported programs and projects must maintain cost ceilings on expenditures by project line items so that they do not overspend in any particular area, while still remaining within allowable variances from the original plan. For example, the personnel costs for agencies which are operating Model Cities projects must remain at a certain percentage of the total project expenditures. The monthly budget report shows only totals by project.

The Finance Department, while maintaining adequate systems and procedures for the City's internal purposes, has been deficient in providing leadership to the various Federally-supported

activities by failing to provide sufficiently detailed financial reporting to assist them in responding to Federal reporting and control requirements. The result has been that the activities have had no alternative but to develop these systems and procedures internally, resulting in considerable duplication of effort and unnecessary expenditure of time and money. Even so, internal personnel often experience difficulty in obtaining the needed detailed support information from the City.

None of these problems would be prohibitive, and immediate consolidation of various program financial components into City Finance would be feasible if the City of Richmond possessed sufficient staff with program budgeting capabilities, who could assume these tasks in addition to similar responsibilities with the City. Unfortunately, this is not the case.

The City Finance Department lacks sufficient numbers of middle management personnel to assume the budgeting and control responsibilities for the individual Community Development programs. Aside from the City Finance Director and two senior accountants who maintain the line-item system, the rest of the finance staff consists of account clerks, none of whom have had formal accounting education. Therefore, consolidation of Community Development program financial responsibilities with the existing capabilities in the City would mean little more than moving individuals physically from the program areas to City Finance to perform the

same activities. This would not result in any economies of effort and the physical separation of personnel from on-going project operations could conceivably cause more problems than are resolved by such a move.

Many cities have resolved the problems associated with expanding financial and accounting responsibilities through the development of advanced, computer-based, municipal information systems, which greatly enhance the facility of the City to store and process financial information for reporting purposes. Richmond has not elected to proceed along these lines and still operates what is basically a card processing system with no present tape or disc facility, although this could be added to the present system in the future. However, expanding the hardware configuration alone would not be sufficient since no sophisticated data processing capability exists in terms of personnel experienced in data processing techniques. A considerable investment in both personnel and hardware would be necessary if Richmond were to decide to proceed in developing a sophisticated data processing capability to support financial management. In fact, the present facility (an IBM System 3) is currently being used as little more than a card processor.

In summary:

- The City of Richmond maintains basically a line-item accounting system. While this is adequate to meet

the City's internal financial control needs, it is not responsive to individual program needs for detailed project information to assist them in planning and controlling individual project expenditures.

- The project accounts which City Finance does maintain are too summary in nature to provide sufficient internal data for individual projects, and do not adequately document when project expenditures have been made from different funding sources. What systems there are for these purposes have been developed by the individual programs themselves.
- The lack of middle management budgeting capability in City Finance has resulted in insufficient budgeting and control procedures. Whereas the City accounts well for receipts and expenditures, it has not developed an adequate control system to support the individual programs. The monthly budget report is inadequate for this purpose.
- Data processing support is minimal. There presently exists neither the capabilities nor the hardware to expand the system, and the present system is basically a card processing system without tape or disc facility.

With the City's present line-item accounting system, a shortage of accounting personnel with budgeting capabilities, no developed capability for consolidated program planning and budgeting, and minimal data processing support, immediate consolidation of accounting and financial responsibilities of the various programs into the City Finance Department is not recommended.

Without financial consolidation, it will be necessary to maintain in place the various financial components of Community Development activities. This is an expensive process, since the City is losing the economies which could be realized through centralization of both accounting and financial control responsibilities.

Nevertheless, consolidation will be possible shortly following the development by City Finance of the necessary program budgeting and control techniques which are necessary to support the financial needs of the various Community Development activities which have accounted for the dramatic increase in the City's total budget over the past years.

Recommendations

In light of the findings discussed above, we offer the following recommendations which will, if implemented, enable the City to develop the necessary financial control capabilities to support adequately the needs of the Community Development Division.

1. Accounting responsibilities should be maintained within existing program areas for the present.

There is little to be gained by consolidating the various program accounting systems without first establishing a program budgeting and control capability, since consolidation would mean little more than moving existing program personnel into City Finance. While this might result in some economies of space and effort, it would physically remove from those programs the individuals who are providing the basic program detail necessary for meeting Federal financial reporting requirements. This physical separation could cause considerable difficulties for these personnel in meeting both the accounting and the financial reporting requirements of their particular programs.

2. Financial management and coordination activities should be developed with the assistance of the Management Services Group of the City Manager's Office as defined in the proposed organization design. (Chapter II).

It was our hope to work with City Finance to develop the specific financial tools (discussed below) which would support the Community Development Division. With the exception of the contract management procedures and the funds flow report (full descriptions of which follow), we were unable to do so. For the reasons described above, the City was unprepared for this assistance since the basic program budgeting and control capabilities did not exist. Consequently, many of the activities which we thought were possible to accomplish with existing personnel were not.

With the formation of the Community Development Division, the Management Services Group should assume responsibility for the following activities which will build the basis for financial management capability in the Community Development Division:

- Establish and maintain liaison with individual Department/project financial staff.
- Work with the above individuals to develop an overall Community Development budget which will include budgeted project line items for each individual program and project component.
- Develop standardized reporting formats for Community Development financial reports which will be responsive to the Federal reporting requirements of each program by showing planned expenditures with actual expenditures both by month-to-date and year-to-date totals, with calculated percent variations from plan in each category and provision for explanations of significant variances.

- Assist Community Development programs in establishing necessary support systems (i.e., information collection procedures) and maintaining financial performance against budget on a monthly basis.
- Develop information linkages as necessary among the various Community Development programs themselves and also establish linkages with other City Departments so that duplication of effort is minimized in the collection and reporting of data.
- Provide overall contract management support for Community Development programs to assist them in planning for and expediting Federal reimbursements for local expenditures.
- Maintain liaison with Federal representatives who are overseeing the financial and operational performance of Community Development projects.

With the implementation of the above activities, adequate financial management and coordination will be developed to support the Community Development Division.

3. The City Finance Department should expand its personnel to add middle management budgeting capability.

While we did not include this in our Community Development staffing recommendations, we feel strongly that at least two experienced financial planners with program budgeting capability should be added to the City Finance staff. The initial responsibility of these individuals would be to work closely with the Management Services Group in developing an expanded financial management capability for Community Development,

as described above. Subsequently, these individuals would have responsibility for applying the same techniques in other City Departments, wherever appropriate.

Once the necessary financial control and support systems have been developed for the Community Development Division and with a program budgeting capability concurrently established in City Finance, the decision to consolidate the basic accounting and control systems should be re-evaluated. It is very likely that real economies of effort and cost can be gained in the long term by accounting system and financial system consolidation once these basic financial management and program budgeting capabilities have been established and financial coordination among Community Development programs has been accomplished through the activities described above.

4. City Finance should be directed to strengthen its existing capability to provide management decision-making information to the City Council and City Manager.

The implementation of this recommendation should be done in two phases: first, for Community Development programs, and second, for other City Departments. The Management Services Group and City Finance, through its expanded program budgeting capabilities, should work together on both.

This task will involve the development of summary level reports to assist the Manager and Council in decision-making. Before these reports are developed, the Management Services Group and City Finance must determine, in detail, what Department- and program-related information is needed by the Council and Manager in order to make decisions. Subsequently, report formats can be developed to reflect this information. Visual display formats, using charts, graphs, and the like, should be used whenever possible in preference to narrative reports. The specific timing for these reports should be established and responsibilities assigned to specific individuals for producing these reports and distributing them to the Manager and Council on a scheduled basis.

As a simple example, one report, prepared monthly, might summarize expenditures by the Redevelopment Agency during the past month. Expenditures for that month and totals-to-date could be compared with planned expenditures for that month as well as with planned-to-date totals for the year. Subtotals can be calculated by program components (relocation, acquisition, etc.). This would provide useful summary information to both the Manager and Council in assessing the overall financial progress of the Redevelopment Agency.

Where reports deal only with individual programs, the program staff should prepare them. When there is more than

one program involved, responsibility should be divided proportionally or assigned to a coordinating individual. The Management Services Group should have the overall responsibility for ensuring that reports are prepared for Community Development programs; City Finance should coordinate the production of the summary reports produced for all other Departments and programs. With this set of management summary reports, the Manager and the Council will have periodic, current, and meaningful information on which to base their decisions.

5. The Financial Management function should be directly coordinated with the overall planning process in the City.

The City's planning process should be coordinated closely with the expanded financial planning and budgeting activities described above to help ensure that plans are realistic from a budget perspective and to assist in the subsequent translation of program plans into an Annual Operating Plan and budget.

With the implementation of the Six Year Development Plan (discussed previously in this report), all planning components will have the opportunity to coordinate more closely. It is also most important to establish specific, periodic, linkages between planning and financial management so that adequate communications are ensured, problems are resolved early, and the resulting plans and budgets are in parity.

The Management Services Group should begin this effort by ensuring that coordination occurs between planning for Community Development programs and the financial control capabilities described above. For general government functions, it will be the responsibility of City Finance to ensure that its planning and budgeting functions are closely coordinated with the planning functions for its corresponding Departments and programs.

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With the implementation of the above recommendations, the City of Richmond will establish the necessary framework for a strong system of financial management and control which will contribute to the success of the Community Development concept. With the translation of these expanded capabilities into City Finance, Richmond will expedite progress toward the eventual economies which can be realized from complete consolidation of both basic accounting and financial management systems.

Program Reviews

We present below a brief summary of our findings with respect to each of the Department level activities which were included in our financial review. These summaries will offer a starting point for the Management Services Group in developing financial management capabilities for the financial component of each of these programs.

Redevelopment

The financial reporting requirements of the Redevelopment Agency are quite complex. There is need for close control of large amounts of funds in order to minimize potential costs of redevelopment projects. There is also need for close coordination of the activities among the various Redevelopment Divisions in order to minimize costs and expedite renewal activities. For example, acquired property must continue to generate revenue as long as possible before demolition.

The Redevelopment Agency has developed a considerable internal financial capability and indications are that financial control is strong. Reports are produced on a timely basis and amendatory applications are submitted with adequate documentation.

The initiation by HUD of revised application procedures and the incremental funding process has had the effect of reducing

considerably the borrowing authority of the Redevelopment Agency. This was an unintentional by-product of incremental funding, and HUD and the Redevelopment Agency are in the process of working out an acceptable solution to this problem.

All aspects of financial control and reporting appear to be handled adequately by the Controller of the Agency who works closely with the Director and Division heads in providing financial support to the program.

Parks and Recreation

Financial control in the Parks and Recreation Department is adequate with the exception of two basic areas: project cost accounting and contract management.

Accounting for project costs is not performed with sufficient detail. This problem results from inadequate documentation of project expenditures by the City Finance Department, as discussed above. Parks and Recreation staff attempt to allocate expenditures to projects by matching copies of the cancelled City checks to the various project accounts. The system of cost accounting by project should be strengthened to include additional sign-off procedures on expenditures by the Department and corresponding documentation of expenditures by project by the City.

The contract management process is also a source of difficulty. Receipts of Federal reimbursements for expenditures is considerably delayed, even after the necessary 75% initial outlay. There is also indication that projects may be started before there is a firm commitment of funds by HUD. A stronger system of contract management should be instituted and the possibility of streamlining the funds requisitioning process should be investigated. Presently, this situation is causing a considerable drain on the City's General Revenue Fund. A specific suggestion for expanding the contract management process is treated in detail in a subsequent section.

Housing Authority

The Richmond Housing Authority maintains a cumbersome accounting system which is the result of requirements for separate accounting ledgers for each of its projects. The present staff of one accountant and one clerk is not sufficient to maintain these accounting records on a current basis.

Far beyond Federal requirements, the accounting system is unnecessarily cumbersome and in need of refinement. Separate journals should be consolidated into one general journal; specific projects can still be accounted for through the use of coding techniques. In addition, the internal control procedures in the system should be strengthened, particularly with respect to the handling of cash receipts.

It is also possible that the accounting records for projects with the same funding procedures can be consolidated, providing that this meets with HUD's approval.

Model Cities

The Monthly Budget Report issued by the City does not provide Model Cities with the information it needs to budget and control costs for each project and to prepare monthly reports to HUD. Therefore, it has been necessary for Model Cities to include this distinction on its internal cost control statement. The Model Cities program has set up an accounting system which operates relatively independently of City Finance because the City Finance Department does not account for individual line-item costs within projects.

Recently, an independent audit of the Model Cities Program found several deficiencies in the Model Cities accounting system. These resulted primarily from a previous lack of accounting capability in the program. To its credit, the CDA has acted to correct these deficiencies by moving toward the establishment of an adequate accounting and record-keeping system independent of the City, although the two systems are reconciled periodically.

Concentrated Employment Program

The financial record-keeping for the CEP program is under the authority of the Model Cities program. An accountant capability is maintained physically in the CEP program with responsibilities including records management and report preparation.

The basic accounting system for CEP appears presently adequate to meet on-going financial reporting requirements. There is indication that past problems in this area have been resolved and, with timely financial reporting in place, it is expected that these problems will not reoccur.

Public Works

The support provided by the City Finance Department to Public Works is generally adequate. Public Works has developed its own budgeting capability, and City support (line-item reporting) provides the majority of information needed for decision-making.

Improvement could be realized by the development of a more comprehensive cost accounting system for the Public Works Department, along the lines of full cost accounting, including allocation of administrative costs to project accounts.

Alternative comparisons of internal costs with private contractors for service delivery could thereby be more realistic and of greater assistance to the Department in reaching decisions concerning whether or not to use a contractor.

Internal control on operational projects is maintained adequately by the Public Works Department.

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In the following section, the specifics of contract management are discussed, along with a prototype example of a contract management report.

CONTRACT MANAGEMENT

Richmond's success in attracting Federal support for the development of the City requires that a high priority be assigned to contract management, for it is here that a major stumbling block to effective program management and control as well as to successful Community Development implementation can occur. Of even greater immediate importance, poor contract management procedures can seriously hinder the City's cash management program. If the contracting/requisitioning process for Federal funds does not proceed as rapidly as possible, the City's cash position is strained, interest charges are incurred, programs and projects are not reimbursed for their expenditures, and additional dollars may not be available to support Community Development programs and personnel, shifting this burden to the City.

The purposes of a contract management system should be:

- to plan project progress on a measurable basis, compare actual progress with the plan, and explain any significant variances.
- to assist project staff to plan and control progress of activities and to relate expenditures to activities.
- to develop reimbursement targets and subsequent plans for expenditure rates which will minimize the lag time between expenditures and reimbursements.
- to develop a format which will be easily adaptable as conditions change from original plans and work programs.

- to provide an overall summary of project activities and expenditures to date for each project.

We recommend that the Management Services Group be assigned the initial responsibility for working with each Department to develop strong contract management procedures. In order to guide this process, we have developed and pretested a prototype contract management form (in this case for use with Recreation and Parks projects). While the format for the contract management document may change from program to program, the concepts involved in the control tool should be generally applicable.

We have designed the format of the document in such a way as to facilitate eventual data processing application.

Format and Description

A format for contract management is presented in Exhibit F-I and is described in detail below.

Project XYZ is a Recreation and Parks project which involves the establishment of a Neighborhood Facility. The specific activities which must be accomplished in creating this facility are listed across the top of the form. In this case, there are 28 activities so we have utilized 28 columns. Each activity is such that it can be identified as distinct from all others, and specific completion dates and costs can be attached to an activity. The 28 activities occur in sequence. These 28 activities will be

generally similar for other Neighborhood Facility projects but will change considerably for other Recreation and Parks projects (i. e., open space projects) and may change completely for other programs. Down the left side of the form have been listed the work program and expenditure controls which are the basis for contract management. In contrast to the activities, these work program and expenditure controls should remain the same for virtually any project or program. These standard items for all projects are described in detail below.

For the purposes of this example, we have created a project with a total budget of \$720,000, which started April 1, 1971. Reimbursement from the Department of Housing and Urban Development is available once local expenditures have exceeded \$500,000. In order to further illustrate the process, performance results have been entered to simulate completion of the first five activities.

XYZ WORK PROGRAM

CONTROL 1: Original Schedule Date

The original schedule for completion of all activities is entered in this row. This schedule, once entered, will not change, thereby enabling comparison of actual progress with the original schedule at any time in the future.

CONTROL 2: Latest Approved Schedule Date

In this row the most recent approved schedule dates for completion of Activities is entered. In contrast to Control 1, this date will change whenever an updated version of the schedule of work program is created. Our example shows that a new schedule was approved beginning with Activity 6. Former dates are not changed, hence no entry was made with respect to Control 2 for the first five Activities.

CONTROL 3: Actual Completion Date

The actual dates that Activities are completed are entered in this row as they occur. An entry in this row will require that all of the remaining rows under this Activity Column also be completed.

CONTROL 4: Work Program Variance (in months)

The variance is the difference between the Actual Completion Date (Control 3) and the Latest Approved Schedule Date (Control 2), or, if this is blank, the Original Schedule Date (Control 1).

CONTROL 5: Projected New Completion Date For Next Activity

At the completion of each Activity, the Project Manager should be required to estimate the completion date for the next sequential

Activity. When this estimate differs significantly from the Latest Approved Schedule Date (Control 2), there are good indications that a thorough review of the entire subsequent schedule may be necessary (i.e., a revision to Control 2).

XYZ Expenditure Schedule

CONTROL 6: Total Project Budget

In this row the total project budget is entered, repeated under every activity. Should this figure change, every number in this row would change.

CONTROL 7: Original Activity Budget Projection

In this row should be listed the original budget estimates for those expenditures allocated to each Activity. As with Control 1, numbers, once entered, will not be changed.

CONTROL 8: Latest Budget Projection

The most recent budget projections should be listed in this row. No entries will be made until/unless the original budget projections are updated.

CONTROL 9: Actual Expenditures

The actual expenditures incurred by each Activity are listed here when the Activity is completed.

CONTROL 10: Expenditure Variance (in dollars)

The Expenditure Variance is calculated by subtracting the amount of the Actual Expenditures (Control 9) from the Latest Budget Projection (Control 8). If row 8 is blank, the Original Budget Projection (Control 7) figures should be used.

CONTROL 11: Reimbursement Target Amount

The amount of local expenditures necessary before Federal reimbursement can begin is the "Reimbursement Target". The first Reimbursement Target is used until it is exceeded, at which time sequential Reimbursement Targets are listed in this row.

CONTROL 12: Amount Budgeted To Date

The cumulative budget figure by Activity (the progressive sum of the entries in row 8) is entered in this row up to the maximum total project budget. (Any revisions to the budget with respect to Control 8 will require changes to these numbers).

CONTROL 13: Actual Amount Expended To Date

Cumulative expenditures to date (the progressive sum of the figures in row 9) are entered in this row as each Activity is completed.

CONTROL 14: Cumulative Variance

The difference between Amount Budgeted to Date (Control 12) and Actual Amount Expended to Date (Control 13) is entered in this position.

CONTROL 15: Reimbursement Target Date

The next date on which Actual Amount Expended to Date (Control 13) is planned to exceed the Reimbursement Target Amount (Control 11) is entered in this column.

CONTROL 16: Planned Additional Expenditures Before Reimbursement

Subtracting Amount Budgeted to Date (Control 12) from the Reimbursement Target Amount (Control 11) indicates the additional amount of local dollars which will be spent prior to reimbursement.

CONTROL 17: Actual Additional Expenditures Prior To Reimbursement

When Actual Amount Expended to Date (Control 13) is subtracted from the Reimbursement Target Amount (Control 11), the result is the actual amount of local dollars remaining to be spent prior to reimbursement.

A comparison of Controls 16 and 17 will indicate progress toward reimbursement.

CONTROL 18: Total Actual Amount Remaining In Budget

Subtraction of the Actual Amount Expended to Date (Control 13) figures from the Total Project Budget (Control 6) figures determines the actual dollars remaining in the budget upon completion of each activity.

CONTROL 19: Explanation Of Variances

Any significant variances in either the work program or the expenditure schedule should be explained here in narrative by the Project Manager. If more room is necessary, reference can be made here to attachments.

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When management requires summary reports for a series of projects,

these summaries can be compiled by presenting the most current column for each project on one summary sheet. The detailed format has been designed with this purpose in mind. An example of a summary report is shown in Exhibit F-II. Both forms have been designed for eventual data processing applications and can be easily adapted and updated as projects change.

With the implementation of the above contract management device for each project, control of activities within projects to expedite Federal reimbursement can be expedited. More importantly, the form also emphasizes the importance of good project planning which is necessary to make any control tool effective.

We feel confident that proper use of this tool by Project Managers and senior administrators can significantly improve the contract management process in the City of Richmond.

CONTRACT MANAGEMENT SHEET XYZ RECREATION AND PARKS PROJECT

ACTIVITIES	START DATE	COMPLETE SITE SELECT.	COMPLETE ACTIVITY PROGRAM	APPOINT ARCHITECT	APPROVE CONST. PROGRAM	APPROVE SCHEMATIC DESIGN	APPROVE PRELIM. DESIGN	SUBMIT N.E. APPLIC. TO HUD	APPLIC. APPROVED BY HUD	COMPLETE DRAFTING OF CONST PLNS	CONST. PLNS. APPR. BY HUD	N.E. CONTRACT APPROVED BY HUD	ADVERTISE FOR BIDS	AWARD OF CONTRACT BY COUNCIL	START CONST.	1ST MO. CONST.	2ND MO. CONST.	3RD MO. CONST.	4TH MO. CONST.	5TH MO. CONST.	6TH MO. CONST.	ADD'L MOS. CONST.	COMPLETE CONST.	BEGIN OPER. *	APPLIC. FOR FINAL \$ FROM HUD	RECEIVE FINAL 90% PAYMENT	HUD AUDIT COMPLETED	RECEIVE FINAL 10% PAYMT		
WORK PROGRAM																														
ORIGINAL SCHEDULE DATE	4-1-71	6-1-71	9-1-71	11-1-71	12-1-71	2-1-72	4-1-72	5-1-72	8-1-72	11-1-72	1-1-73	2-15-73	3-1-73	6-1-73	7-1-73	8-1-73	9-1-73	10-1-73	11-1-73	12-1-73	1-1-74	-	1-1-74	2-1-74	3-1-74	4-1-74	5-1-74	6-1-74		
RECENTLY APPROVED SCHEDULE DATE	-	-	-	-	-	3-1-72	5-1-72	7-1-72	10-1-72	1-1-73	3-1-73	4-15-73	5-1-73	8-1-73	9-1-73	10-1-73	11-1-73	12-1-73	2-1-74	3-1-74	4-1-74	-	4-1-74	5-1-74	6-1-74	7-1-74	8-1-74	9-1-74		
ORIGINAL COMPLETION DATE	4-1-71	6-15-71	9-1-71	12-1-71	1-1-72																									
PROGRAM VARIANCE (IN MONTHS)	-0-	+1/2	-0-	+1	+1																									
SELECTED NEW COMPLETION DATE FOR NEXT ACTIVITY	6-1-71	9-1-71	11-1-71	1-1-72	3-1-72																									
EXPEND. SCHEDULE																														
ORIGINAL PROJECT BUDGET	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000	720,000		
ORIGINAL ACTIVITY BUDGET PROJECTION	-0-	1,000	1,500	500	3,000	4,000	1,000	1,500	500	2,500	1,500	2,000	4,000	2,000	150,000	100,000	80,000	95,000	105,000	80,000	80,000	-0-	1,000	2,500	1,500	-0-	-0-	-0-		
RECENT BUDGET PROJECTION	-	-	-	-	-																									
ORIGINAL EXPENDITURES	-0-	900	1,800	700	2,500																									
EXPENDITURE VARIANCE (IN DOLLARS)	-0-	(100)	300	200	(500)																									
REMB. TARGET AMOUNT	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000		
AMOUNT BUDGETED TO DATE	-0-	1,000	2,500	3,000	6,000	10,000	11,000	12,500	13,000	15,500	17,000	19,000	23,000	25,000	175,000	275,000	355,000	450,000	555,000	635,000	715,000	715,000	716,000	718,500	720,000	720,000	720,000			
ACTUAL AMOUNT EXPENDED TO DATE	-0-	900	2,700	3,400	5,900																									
CUMULATIVE VARIANCE	-0-	(100)	200	400	(100)																									
REMB. TARGET DATE	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74	2-1-74		
ADDITIONAL EXPEND. BEFORE REIMB.	500,000	499,000	497,500	496,000	494,000	490,000	489,000	487,500	487,000	484,500	483,000	481,000	477,000	475,000	325,000	225,000	145,000	50,000	(55,000)	(135,000)	(215,000)	(215,000)	(216,000)	(218,000)						
ACTUAL ADDIT'L EXPEND. PRIOR TO REIMB.	500,000	499,100	497,300	496,600	494,100																									
ACTUAL AMOUNT REMAINING IN BUDGET	720,000	719,100	717,300	716,600	714,100																									
PLAN OF VARIANCES																														

*BEGIN INCURRING OPERATIONAL COST OF \$50,000/MONTH

URBAN MANAGEMENT CONSULTANTS

*BEGIN INCURRING OPERATIONAL COST OF \$50,000/MONTH

URBAN MANAGEMENT CONSULTANTS

CONTRACT MANAGEMENT SUMMARY SHEET AS OF 1-1-73

PARKS AND RECREATION PROJECTS

PROJECT CONTROL	PROJECT A ACTIVITY 3 OF 7 " HUD APPLICATION"	PROJECT B ACTIVITY 6 OF 12 " APPROVE DESIGN"	PROJECT C ACTIVITY 2 OF 6 DRAFTING COMPLETED	PROJECT D ACTIVITY 5 OF 28 3RD MONTH CONSTRUCTION	PROJECT E ACTIVITY 7 OF 28 APPROVE DESIGN
<u>WORK PROGRAM</u>					
ORIGINAL SCHEDULE DATE	12-1-71	12-1-71	10-1-71	12-1-71	6-1-71
LATEST APPROVED SCHEDULE DATE	—	1-1-72	12-1-72	—	12-1-71
ACTUAL COMPLETION DATE	9-1-71	1-1-72	12-1-72	1-1-72	12-1-71
WORK PROGRAM VARIANCE (IN MONTHS)	(3)	-0-	-0-	+1	-0-
PROJECTED NEW COMPLETION DATE FOR NEXT ACTIVITY	12-1-71	3-1-72	2-1-72	1-1-72	6-1-72
<u>EXPENDITURE SCHEDULE</u>					
TOTAL PROJECT BUDGET	150,000	520,000	300,000	720,000	900,000
ORIGINAL ACTIVITY BUDGET PROJECTION	2,000	25,000	35,000	500	52,500
LATEST BUDGET PROJECTION	—	—	45,000	—	55,000
ACTUAL EXPENDITURES	1,000	22,000	47,000	700	54,000
EXPENDITURE VARIANCE (IN DOLLARS)	(1,000)	3,000	2,000	200	(1,000)
REIMB. TARGET AMOUNT	100,000	400,000	210,000	500,000	700,000
AMOUNT BUDGETED TO DATE	75,000	200,000	210,000	3,000	350,000
ACTUAL AMOUNT EXPENDED TO DATE	70,000	200,000	230,000	3,400	350,000
CUMULATIVE VARIANCE	(3,000)	—	20,000	400	-0-
REIMB. TARGET DATE	6-1-72	1-1-74	12-1-72	2-1-74	12-1-73
PLANNED ADDIT'L EXPEND. BEFORE REIMB.	25,000	200,000	-0-	496,000	350,000
ACTUAL ADDIT'L EXPEND. PRIOR TO REIMB.	30,000	200,000	(20,000)	496,600	350,000
TOTAL ACTUAL AMOUNT REMAINING IN BUDGET	80,000	320,000	70,000	716,600	550,000
EXPLAN. OF VARIANCES	HUD APPROVED APPLICATION EARLY	NONE	SITE PREPAR- ATION UNDER- ESTIMATED	NONE	DELAY IN CONST. DUE TO STRIKE

CHAPTER VI
ADVISORY BOARDS

CHAPTER VI
ADVISORY BOARDS

An earlier study found that the number of citizen advisory groups was too great to allow individual groups to develop broad knowledge of all issues (and projects) in their areas of concern. In assessing the most effective means for providing citizen input into Council decisions we observed the functioning of Council, committees, and advisory groups over a six month period, interviewed each Councilman and the Chairman of each advisory group, and studied the existing legal authority which established each group.

Our objectives were to:

- Provide for the most productive use of City Councilmen's time.
- Provide the highest quality of advice to the Council.
- Maintain the opportunity for all interested citizens to participate in the governmental process.
- Establish a continuing body of knowledgeable citizens to whom the City could turn for assistance.

In so doing, it was found to be appropriate to look closely at the Council/Committee structure as well as at advisory groups,

as the former fills an important role in the process leading to decisions. The entire analysis was then reviewed in light of the organizational recommendations in Chapter II of this report, to ensure that recommended changes for Council, advisory boards, and City staff supported and enhanced each other.

Role and Functions

City Council Committees

Richmond's charter establishes the City Council as a representative body that bears responsibility for governing the City. In doing so, the Council, a nine-member group elected at large by the voters of the City, establishes the policies, guidelines, and priorities for the City of Richmond and its staff. Members are elected for six-year terms in staggered fashion, so that three seats become open every two years. The Council elects both the Mayor and Vice Mayor from among its membership for one-year terms. Recently, the Vice Mayor has generally succeeded to the office of Mayor in the following year.

The Mayor recommends the organization of the City Council. In recent years, this has been an informal structure of eight committees, as shown in Exhibit A-I. Generally, each of the Council members serves as Chairman of a Council Committee except the Mayor, who serves as Chairman of the City Council and as an ex

EXHIBIT A-1
CITY COUNCIL COMMITTEES

Public Works & Public Utilities	(4 members)
Programs & Planning	(4 members)
Economic Development	(3 members)
Housing	(3 members)
Public Safety	(4 members)
Cultural & Human Affairs	(4 members)
Finance	(4 members)
Legislative Review	(4 members)

officio member of each committee. (One vacancy presently exists.) Additionally, the City Council members serve as the Board of Directors of the Port, the Housing Authority, the Redevelopment Agency, Municipal Utility District I, and the Surplus Property Board, and on various regional agencies and governmental bodies.

Committees generally meet at least once a week, outside of Council sessions, to review the progress of City activities and to make recommendations for action by the full Council. The time available for these meetings is often limited by the need for Councilmen to maintain full-time employment elsewhere. Our observations indicate that seldom is more than one hour available each week to transact the business of a given committee. Despite these time pressures, the committee system has functioned well.

Advisory Groups

The Council as a whole and its committees have often called upon citizen groups to assist and advise in various areas. Exhibit A-II lists the present groups. Of these, only the Personnel Board is established by Charter. Others (Planning Commission, etc.) have been established by Ordinance or other Council action. Each citizen group provides input to the Council's decision process and often assists City staff in preparing and analyzing programs, projects and policies.

EXHIBIT A-II

The following Advisory Committees, Boards and Commissions serve the City Council:

1. The Housing Advisory and Appeals Board
2. The Human Relations Commission
3. The Industrial Development Commission
4. The Library Commission
5. The Personnel Board
6. The Planning Commission
7. The Recreation and Parks Commission
8. The Richmond-Shimada Friendship Commission
9. The Citizens Urban Renewal and Advisory Committee
10. The Model Neighborhood Citizen Board
11. The Mayor's Waterfront Development Commission
12. Neighborhood Councils

Certain citizen groups have a greater purview than others (the Planning Commission's responsibilities are broader than the Richmond-Shimada Friendship Commission), and some function purely as study groups (Industrial Development Commission, etc.). A final set of citizen groups serves as advisors to a single City Department (Recreation and Parks Commission, Library Commission).

Findings

1. The City Council is too involved in detailed analysis of issues.
The Council must fulfill its responsibility to properly guide the City and this inevitably will involve investigation and analysis. However, given the limited Councilman time available, we find that this role would be better served by delegation of the analysis to staff for technical content and to citizen groups for citizen impact of each issue. The Council should limit its role, except in major issues, to careful review of the findings of staff and advisory groups and should exercise its judgment, whenever appropriate, on the basis of recommendations presented to them.
2. Insufficient direction or guidance is given to advisory groups.
Beyond the enabling ordinance, which details the limits of an advisory group's functions, little instruction is given to groups on the manner in which they are expected to function,

the areas of particular Council concern for the group, and often, the programs or projects about which the group will be expected to be knowledgeable.

3. No consistent procedure exists for assigning study issues to advisory groups. Although specific written standards are not necessary, both the Council and the advisory groups would benefit from advance notice that a particular task falls within the assigned purview of an advisory group.
4. Advisory groups are not required to present their output to the Council in a standardized form with certain required content. The Council would benefit if all advisory groups presented their findings in a similar format, chosen by the Council to provide for quick comprehension and review. Such a format would also aid advisory groups in designing their studies so that the result would be of greatest use to the Council.

Recommendations

To a great extent the Council/Committee/Citizen structure has evolved in Richmond into a comfortable, generally effective relationship. However, the changing needs of the Council in concentrating upon policy issues also lead to recommended revisions in the Committee and Advisory Board Structure. In the section which follows, we

discuss only the major, continuing groups involved. Many groups will have permanent or ad hoc sub-groups to deal with various issues and, periodically, independent groups will be created to serve specific needs. Each of these should be considered on its own merits.

1. *The City Council should reduce the number of its standing committees to four to allow greater time for consideration of issues.*
2. *The City Council should conduct all of its official business in a single meeting on Monday night, rather than setting specific times for the Council to sit as separate agencies.*
3. *Citizen Advisory Groups should be categorized into two groups; those to which the Council has delegated specific responsibility, and those which are purely advisory.*
4. *The number and orientation of Advisory Groups should be made functionally parallel to the Council and City organization.*
5. *The Neighborhood Council structure should be strengthened in each neighborhood in order to provide geographic balance to the functional advisory boards.*

Each of these general recommendations is discussed in greater detail below.

Council Committees

The Richmond City Council has made considerable efforts to spread

committee memberships, and particularly chairmanships, among the Council members. While we commend this process as a valuable educational process for all Councilmen, we feel that, in this case, it has been carried to too great an extreme. Our review of Council operations indicated that no individual Councilman involvement would be lost and considerable time for discussion of issues would be gained if Committees were compressed from eight to four, as follows:

The Finance and Purchasing Committee (4 members)

Responsible for study and recommendation to the Council on all issues which bind or obligate City funds, specifically including tax revenue proposals, all city budgets, all modifications or revisions to operating budgets or Capital Improvement Plans, and all purchases of supplies and equipment. Additionally, matters affecting bonding, indebtedness and assets should fall to the review of this committee.

The Legislation and Human Resources Committee (4 members)

Responsible for hearing citizen grievances on City services, City attitudes and City policies which may arise. Responsible for reviewing and/or developing legislative proposals which may be deemed beneficial for the City of Richmond and its residents. Responsible for determining the status and work flow of matters referred to

other committees. Responsible for initiating, lobbying and advocating legislation from the county, state and Federal government which would be beneficial to Richmond and its residents.

The Plans and Development Committee (4 members)

Responsible for all long-range planning of the City, including review, study and recommendation on all aspects of social, physical, or economic development. Responsible for review of all operational plans and programs emanating from the City Manager's office. Responsible for all special plans or programs which involve the City.

Public Works, Utilities and Public Safety Committee (4 members)

Responsible for matters affecting public safety, i.e., police, fire and emergency health; all matters affecting public works, i.e., roads, streets, landscaping and responsible for all matters affecting Municipal Utility District I. This committee should be constituted as an authority regarding matters of utilities. This committee will also serve as the Municipal Utility Board, the Surplus Property Board, and will supervise Port development in conjunction with the Plans & Development Committee.

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Under the structure we recommend, issues will be referred by the Council to a Committee for study. The assigned Committee will be

responsible for directing City staff analysis of the issue, for holding public hearings if desirable, for consulting with appropriate Citizen Boards (see below), and for developing a recommendation for action to be delivered to the Council as a whole.

An additional benefit will be the ability gained to conduct public discussion at a time and location suitable to the issue being discussed, rather than always holding such discussion in Council meetings where time for full and open discussion is limited. On relatively minor issues, only those Councilmen specifically assigned responsibility need be involved, though, of course, others may participate in issues of interest. The Council meeting itself will develop into a final hearing process where citizens or Councilmen may comment openly on the hearings conducted by the Committee or the recommendation presented.

Council Meetings

It was our observation that the meeting time available on Monday nights could be organized to provide greater time for Committee meetings and Council meetings by a simple step.

Presently, time is specifically set aside for the Council to sit as Redevelopment Agency, Housing Authority, Port Authority, etc. Generally, one hour is allocated for this purpose, from 7 o'clock

to 8 o'clock. Often the meetings take very minimal time and the remainder of the hour is unutilized.

We recommend consolidating all ancillary meetings into the Council's regular meeting period, though, for legal purposes a motion of adjournment and subsequent convening may be necessary.

This will enable all items to be covered in sequence, with no time gaps. To accommodate this, the Council should consider convening the Council meeting at 8:00, transacting whatever ancillary business is scheduled, then moving directly into the regular agenda. The time period from 6:30 to 7:30, on Monday nights, should be used for Committee meetings in the manner now being conducted. We further recommend that the Council utilize the time from 7:30 to 8:00 to meet as a whole to review issues, actions and recommendations which will come before the group and to discuss the assignment of forthcoming issues.

Citizen Advisory Groups

The respective role, function, responsibility and powers of the several present citizen advisory boards varies according to the nature of their purpose and the reason for which each was created. This variation is appropriate and reflects the City's varying need for advice in many areas of operation. Overly standardizing the

boards might needlessly limit the flexibility and potential creativity available through the use of citizen boards. However, we feel two changes from the present status will be beneficial.

Classification of Boards

We recommend that, for simplicity, citizen advisory groups should be classified into two types. 1) "Commissions" which have been delegated certain specific operating responsibilities by the City Charter or the City Council. These groups are basically decision-making organizations and often give guidance directly to certain staff, as well as advising the Council. 2) "Boards" which exist as a beneficial method for developing citizen advice on matters of continuing concern. These groups are constituted to recommend actions to the Council or to assist the City in carrying out actions. They do not direct staff.

Additionally, a third type of group exists which we feel should be reorganized and continued. This is the "Neighborhood Council." We discuss the role of these geographic groups on page 22.

Number and function of Advisory Groups

Cities of Richmond's size use citizen advisory groups for the primary purpose, of course, of enhancing the democratic decision process.

A very valuable secondary benefit often overlooked, though, is the role that citizen advisory boards can play in supplementing the time availability of City Councilmen. Because it is not fiscally realistic in most cases to consider the alternatives of full-time Councilmen, cities must more effectively utilize both the available time of Councilmen and the citizen resources available to them. We recommend that Richmond do this by streamlining the citizen group structure (without sacrificing citizen input) and by making each group responsible directly to a City Council Committee - to serve as its citizen staff and to increase the Committee's analysis and review capability.

Operating in this fashion, Council Committee Chairmen can direct to the citizen group for study items that are assigned to the Committee by the Council. Upon completion of study, the citizen group will present its findings or advice to the Council Committee, which may then make recommendations to the Council based on the citizen report and their own decisions.

To carry this out, we recommend the establishment of three Citizen Commissions.

The Personnel Commission should continue those functions it now performs as the Personnel Board. We make certain specific recommendations for the role and composition of this group in Chapter IV, Personnel of this report which should be incorporated into the

new Commission. The Personnel Commission should work directly with the Legislative and Human Resources Committee of the City Council on all City Personnel matters.

The Planning Commission will report to the Council Plans and Development Committee, and under the reorganization proposed throughout this report, will have a much greater role. This group will play a major part in the creation and approval of the Expanded General Plan and, as such, must address the social and economic development of Richmond and its citizens as well as the physical and land-use development now being covered. The Planning Commission should set the long-range parameters for the development of the City. It will work closely with the Community Development Committee as that group assists the management of specific, operating projects aimed at meeting the plans and goals of the City.

Additionally, we feel the Planning Commission should assume the duties of hearing Housing appeals.

The Community Development Commission will report to the Council Plans and Development Committee. It will provide citizen input and advice on those issues which concern the Community Development Division of the City, established pursuant to Chapter II of this report. Specifically, the Community Development Commission will review plans in the areas of Economic Development, Manpower and Social Services, Redevelopment, and Housing. The group should

establish a close working relationship with the Planning Commission to ensure that Community Development plans are in concert with the City's long-range plans.

* * *

In addition to the Commissions noted above, our study indicates that several citizen advisory boards are also appropriate to provide supportive assistance to the Council for the review of plans and programs which are needed by the City or sections of the City's population and to advise the appropriate Council committee on the desired product or service.

The Public Safety & Public Works Board is expected to work to enhance the resources of the Police, Fire and Public Works Departments of Richmond. Additionally, this Advisory Board will assist in solving problems relating to traffic, public works and civil defense. The focus of this group will be to assist in the development and review of programs which address new direction of service or resource allocation. The Board will advise the Public Works, Utilities, and Public Safety Committee of the City Council and will help educate the citizens at large to the programs and proposed objectives and goals of those departments.

The Human Relations Board is expected to continue its role of helping people to see that amicable relations among all citizens

is a goal which must be addressed with positive programs. The Affirmative Action Policy of the City must be continuously monitored and updated by this citizens' group. The Human Relations Board should be granted limited powers to investigate alledged discrimination complaints affecting civil rights and equal opportunity for housing, employment and health care in Richmond.

The Cultural Affairs Board is expected to combine the diverse disciplines of Recreation, Art, Library, and the Sister City activities under one coordinating commission. This commission is responsible for developing the cultural interests in Richmond, for coordinating events and program plans that will enrich the cultural lives of Richmond residents, and for advising the Recreation and Parks Department and Librarian on areas of citizen interest.

We recommend that the present Library Commission, Recreation and Parks Commission, and the Art Center Board of Directors be consolidated into the Cultural Affairs Commission. This Commission will initially number 39 members. However, during the first three years of operation the Commission will be asked to reduce its number by six members each year until a total of 21 seats remains. These seats should be filled for three year terms staggered so that seven seats are filled each year.

Operation of Citizen Advisory Groups

Membership

Applications for appointment to permanent Boards or Commissions

should be made to the City Clerk, who may wish to establish a periodic ad hoc screening committee (possibly including the Mayor, or his appointee, a City Department Head, and others as appropriate). Ninety days prior to the expiration of a term, the Clerk (or his committee) should meet with the City Council to review existing applications for membership. At this time, the Council should request solicitation of additional applications, if desired. Within thirty days prior to expiration of a term, the City Clerk should submit to the Mayor a list of applications for the vacancy. The Mayor may then consult with the Council and select the appointee he feels most suitable.

Functioning

Each Citizen Board or Commission should, within 90 days of its creation, develop and submit to its governing City Council Committee for approval, a specific plan of operation. The citizens may be assisted in this by appropriate City Departments and, clearly, should consult with the Council Committee prior to finalizing plans. The plan of operation should specify the process to be used for review of issues directed to them, for initiation of recommendations, and for involvement of other citizens; it should also indicate the format in which findings, etc., will be presented to the Council Committee.

Direction

Chairmen of Boards of Commissions should be appointed by the

Mayor for a one-year term. All other officers may be selected by the group as a whole. Chairmen should attend all meetings of the governing Council Committee and should report the activities of their group to the Committee or the full Council upon request.

* * *

Citizen involvement in the affairs of city business is not a novel experiment for Richmond or, for that matter, for many cities of the size and character of Richmond.

Richmond citizens have traditionally demonstrated a genuine and abiding concern and dedication to their performance of civic responsibilities. The ten advisory groups or boards that serve the City meet regularly, have few vacant seats, and perform vital services to the Council and the people of Richmond. The groups in general and the individual members in particular can justifiably take credit for a number of imaginative and creative projects and policies that have occurred over the years in Richmond. Some of these groups, however, will serve their purpose better in the future if their functions are made a part of a streamlined structure which more closely parallels in function the Council and City administrative structures.

The advisory groups whose functions we recommend be assumed by larger groups are listed on the following page.

Citizens' Urban Renewal Advisory Committee --
to the Community Development Commission
(possibly as a sub-committee)

Industrial Development Commission --
to the Community Development Commission

Library Commission -- to the Cultural
Affairs Board

Recreation and Parks Commission --
to the Cultural Affairs Board

Richmond-Shimada Friendship Commission --
to the Cultural Affairs Board

Housing Advisory and Appeals Board --
to the Planning Commission

Mayor's Waterfront Development Commission --
to the Community Development Commission

This will result in a citizen advisory structure for Richmond as depicted in Exhibit A-III. Many of the groups proposed will find it desirable to create permanent or ad hoc sub-groups to assist in dealing with major areas of responsibility.

In particular, we feel strongly that the City Council Plans and Development Committee and the Community Development Commission should rapidly consider dividing the responsibilities of that Commission among sub-groups. The Community Development Commission and the Council Committee will bear responsibility for setting policies and priorities for the City Manager's administration of the Community Development Division of the City. As such, diverse areas of Housing, Redevelopment, Manpower, and Economic Development will be involved, each of which could quite legitimately utilize a sub-committee.

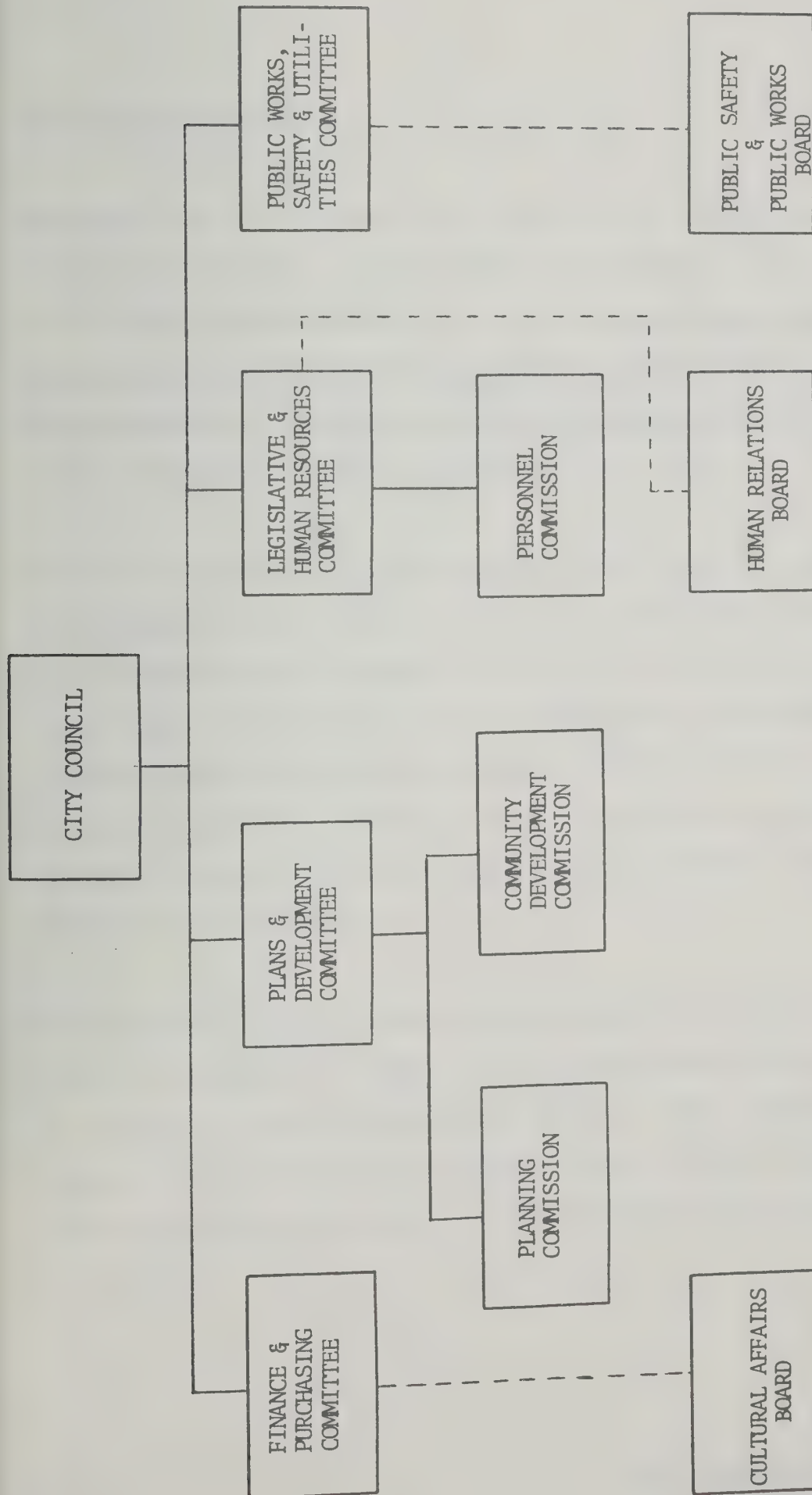


EXHIBIT A-III

Neighborhood Councils

Richmond has now and has had in the past an effective Neighborhood Council process for broad citizen involvement in City-wide issues that affect geographical areas. We recommend that the Neighborhood Council format be expanded to cover the entire City with an appropriate number of Councils and that the review and advisory capabilities of each Council be supported by City staff.

Neighborhood Councils should review each issue that concerns their geographical area. Many issues will be City-wide issues and many will involve more than one Council area. The purpose of Neighborhood Council review should be to provide the appropriate City Council Committee with information on each issue from the neighborhood's perspective. Ideally, this will serve as a check and balance against the more technical input from the Citizen Advisory group dealing with the issue.

Neighborhood Councils should provide minutes of their meetings to the City Council as a whole, to keep the Council informed of issues of concern to the various neighborhoods. When reviewing specific issues, though, the Council should report on its findings or concerns directly to the City Council Committee charged with assessing the issue.

The City should assign the responsibility for providing staff support to Neighborhood Councils to the Community Relations staff of the Community Development Division. This group should be prepared to assist each Council in the scheduling, notification, and conduct of meetings; the preparation of minutes and reports; and the preparation and presentation of findings to City Council Committees, as necessary.

In operation, Neighborhood Councils should be designed such that the entire City is included in a Council. Membership in a Council should be open to any citizen of the appropriate geographic area. Councils should elect such officers as they feel necessary for the conduct of their business and elections should take any appropriate form, subject to the review and approval of the City Council.

We feel that the Neighborhood Council concept as it presently exists in Richmond contains the basis for major benefit to the City's process for review and analysis of issues. It provides a significant mechanism for involving many citizens in the assessment of issues and for providing advice to the decision-makers on the City Council.

CHAPTER VII
IMPLEMENTATION PLAN

IMPLEMENTATION PLAN

ACTION	RESPONSIBILITY	SUGGESTED COMPLETION DATE
<u>PRIORITY GROUP I</u>		
1. Group Community Development into four line operating Departments (Economic Development, Manpower and Social Services, Redevelopment, and Housing), one staff group (Community Relations), and the existing Model Cities program (CDA); all reporting to an Assistant City Manager for Community Development.	City Council/City Manager	Immediately
2. Designate the Redevelopment Agency as an official City Department.	City Council	Immediately
3. Consolidate the Richmond Housing Authority, the Home and Neighborhood Improvement Center, and the Urban Renewal and Conservation Section into a single, official City Department.	City Council	Immediately
4. Confirm the City Manager's authority to hire and fire the Redevelopment, Housing, Port, and CEP Directors, along with all other Department Heads.	City Council	Immediately
5. Hire Housing Department Director	City Manager	Fourth Week
6. Divide the Housing Department into five sections: -- Property Management/Tenant Relations -- Housing Development -- Housing Information & Counseling -- Rehabilitation and Conservation -- Fiscal	Housing Department Director/ Assistant City Manager for Community Development/City Manager	Sixth Week

- | ACTION | RESPONSIBILITY | COMPLETION DATE |
|--|-------------------------------------|-----------------|
| 7. Immediately fill the vacant Administrator's position as Redevelopment Director | City Manager/Assistant City Manager | Sixth Week |
| 8. Establish the position of Senior Accountant in Redevelopment. | Redevelopment Director | Eighth Week |
| 9. Establish a Management Services Group to support the City Council and Manager's office. | City Council/City Manager | Sixth Week |

PRIORITY GROUP II

- | | | |
|--|--|-------------|
| 10. Fill the vacant Assistant Planning Director position and retitle it Assistant Director for Plans Development. | Planning Director/City Manager | Sixth Week |
| 11. Establish and fill the following position:
-- Senior Management Services Analyst | City Manager | Sixth Week |
| 12. Transfer the present Community Services/Information Division to the new Housing Department as the nucleus of the Housing Information and Counseling Section. | Assistant City Manager for Community Development/City Manager/Housing Director | Sixth Week |
| 13. Establish the following positions:
-- Tenant Relations/Property Management Chief
-- Housing Development Chief
-- Housing Information Chief
-- Conservation Chief | Housing Director | Eighth Week |
| 14. Delete the following positions:
-- Director, Home & Neighborhood Improvement Ctr.
-- Community Services Chief
-- Conservation Supervisor (City) | Housing Director | Sixth Week |

- | ACTION | RESPONSIBILITY | COMPLETION DATE |
|---|------------------|-----------------|
| 15. Establish the following positions:
-- Leased Housing Program Manager
-- Administrative Assistant
-- Occupancy Officer
-- Maintenance Foreman
-- Maintenance Mechanic
-- Maintenance Laborer | Housing Director | Eighth Week |
| 16. Delete the following positions:
-- Leasing and Occupancy Officer
-- Maintenance Man (5)
-- Housing Aide
-- Draftsman (2)
-- Intermediate Steno-Clerk (City) | Housing Director | Eighth Week |
| 17. Make the following position transfers into the Housing Department:
-- HNIC Housing Specialist, Housing Financial Specialist, Steno III, and Intermediate Typist to the Housing Development Section.
-- Conservation Representatives (3) and Intermediate Clerk Typist from the City to the Rehabilitation and Conservation Section
-- Tenant Relations Aide (2) from Housing Authority to the Tenant Relations/Property Management Section.
-- HNIC Housing Construction Advisors (2) and Clerical Aide to the Rehabilitation and Conservation Section. | Housing Director | Eighth Week |

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|--|------------------|-------------|
| 18. Change the following position titles and duties: | Housing Director | Eighth Week |
| -- HNIC Administrative Aide to Rehabilitation Grants Coordinator | | |
| -- HNIC Drafting Delineator to Paint Grants Coordinator | | |

PRIORITY GROUP III

- | | | |
|---|--|-------------|
| 19. Establish a Fiscal Section for the Housing Department by combining the Housing Authority (RHA) and HNIC Accounting staffs. | Housing Director/City Finance Director/Management Services Group | Tenth Week |
| 20. Divide the Planning Department into three sections: | Planning Director/City Manager | Eighth Week |
| -- Ordinance Administration | | |
| -- Plans Development | | |
| -- Research and Evaluation | | |
| 21. Consolidate Urban Design and Zoning activities into an Ordinance Administration Section | Planning Director | Eighth Week |
| 22. Transfer the Research and Evaluation Section from the CDA to the Planning Department. | Planning Director | Eighth Week |
| 23. Establish the Economic Development Department as an expansion of Port Development activities to more accurately reflect the duties and functions being performed. | City Council/City Manager/Assistant City Manager for Community Development | Tenth Week |
| 24. Establish the position of Economic Development Director, funded from Port revenues. | City Manager/Assistant City Manager for Community Development | Tenth Week |

25. Assign a single individual to serve as both Economic Development Director and Port Director until Port development justifies a full-time director.	City Manager/Assistant City Manager for Community Development	Tenth Week
26. Establish the Manpower and Social Services Department to directly supervise the CEP and other Manpower programs and to maintain close City coordination with local, County, State, and Federal agencies operating social programs or schools within Richmond.	City Manager/Assistant City Manager for Community Development	Tenth Week
27. Establish the position of Manpower and Social Services Director, funded by CEP and Emergency Employment Act funds	City Manager/Assistant City Manager for Community Development	Tenth Week
28. Establish the following positions: -- Management Services Analyst (2)	City Manager	Tenth Week
<u>PRIORITY GROUP IV</u>		
29. Transfer the Model Cities Citizen Participation staff (subject to detailed Staffing Recommendations) to become the Community Relations Staff group.	Assistant City Manager for Community Development	Fourteen Week
30. Fund staff with CDA funds through 1974.	Assistant City Manager for Community Development	Fourteenth Week
31. Centralize all planning functions in the City Planning Department.	City Manager/Planning Director	Fourteenth Week
32. Designate one person in the Manager's office with specific responsibility to provide staff services to the City Council.	City Manager	Sixteenth Week
33. Delete the Project Maintenance Aide position.	Assistant City Manager for Community Development	Sixteenth Week

34. Apply flexible staffing principles to the Planning positions, creating four positions of Associate/Assistant Planners.	Planning Director/Personnel Director	Sixteenth Week
35. Add one Assistant Planner position.	Planning Director	Sixteenth Week
36. Assign planning trainees to specific planning sections.	Planning Director	Eighteenth Week
37. Establish the position of Administrative Services Assistant.	Redevelopment Director	Eighteenth Week
38. Upgrade Community Relations Specialist I to II level job. Fill vacant CRS II positions.	Assistant City Manager for Community Development	Twentieth Week
39. Establish the function and position of Social Services liaison.	Manpower and Social Services Director	Twenty-second Week

APPENDIX

COMPOSITION OF THE COMMUNITY DEVELOPMENT COMMISSION

In signing its FY '73 Annual Arrangement with the Department of Housing and Urban Development, Richmond committed itself to several progressive steps in citizen participation:

1. "Direct access from the citizens' advisory group to the City Council so that the residents are assured that their ideas and desires are not filtered through staff.
2. Representation of all affected residents with particular assurance that residents of impacted areas whose needs are the main focus of the programs are adequately represented.
3. Selection of participants in ways that give residents an ability to exercise a direct voice in the selection of their representatives through neighborhood organizations.
4. Establishment of procedures to insure that the citizens' advisory group can and will be fully informed of the plans being developed and of the effect on the neighborhoods where the projects and programs will be constructed (Regular meetings, reports, liaison, etc.).
5. The building of an orderly and effective relationship between a new citizen participation structure and the existing advisory councils, commissions and other citizen participation elements.
6. Sufficient staff assigned to the citizen participation structure to provide it with good technical information and to obtain meaningful input from local residents."
(from pp III-3,4 of the Annual Arrangement)

The development of recommendations throughout this report - and particularly in Chapter VI, Advisory Boards - has reflected Urban Management Consultants support of those principles.

Throughout our study, concern was expressed by citizens, Council, and staff that the composition of the Community Development Commission be representative of the area and functions served. Consequently, we have revised slightly the structure proposed in the Annual Arrangement to make what we feel is a more thoroughly competent group.

We recommend the following structure:

- 6 Neighborhood Council Representatives from the Model Neighborhood Area
- 4 Neighborhood Council Representatives from the rest of the Special Impact Area
- 4 Representatives appointed by the City Council to represent the City-at-large
- 6 Representatives from Neighborhood Councils outside the Special Impact Area
- 2 Representatives selected by the Council of Richmond Industries
- 2 Representatives selected by the Downtown Merchants and/or Chamber of Commerce
- 4 Representatives selected by specific ethnic group organizations

Representatives of the Model Neighborhood Area

For the duration of the Model Cities Program, these representatives should be selected by the Model Neighborhood Citizens Board to represent the three neighborhoods in the MNA with two persons each. Should the Model Cities project terminate, the respective Neighborhood Councils would assume the selection role.

Other Special Impact Area Representatives

The Neighborhood Councils of the four other neighborhoods in the Special Impact Area should each select one representative to the Commission.

Representatives-at-large

We strongly suggest that the City Council use its at-large appointments to ensure that such technical skills as banking, finance, insurance, law, real estate, social planning and environmental control are represented on the Commission.

Other Neighborhood Representatives

There are six neighborhoods outside the Special Impact Area. The Neighborhood Council of each should select one representative to sit on the Community Development Commission.

Ethnic Organizations

We recommend that one seat each be filled by representatives of the following organizations:

- NAACP
- United Council of Spanish-Speaking Organizations
- United Tenants Council
- Black Businessmans' Association

Functioning of the Community Development Commission

Members should be selected for two year terms, staggered so that half the terms expire each year. Individuals should be limited to two terms in any specific representative slot, to broaden the participation of all citizens.

For the first year, the Chairman should be appointed by the Mayor from among the Commission membership. Subsequently, the Commission should elect its own chairman, whose tenure should be limited to one one-year term.

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The twenty-eight members of this Commission will have a broad range of skills and interests in advising on the various Community

Development areas. We recommend that the Commission divide itself into subgroups for Economic Development, Manpower, Redevelopment, and Housing; conforming to the Departmental structure of the Community Development Division. Thus, seven members might constitute each subgroup (though the Commission itself may wish to give greater emphasis to certain areas by weight of greater membership). It would be beneficial to the citizens if each subgroup was then opened to broad citizen membership, with the Commission members representing the interests of the group to the whole Commission.

Because of the size and diversity of the groups being established, we feel that quarterly meetings of the Community Development Commission can be adequate if the Commission selects a five-member Executive Committee to meet monthly and handle subgroup and Commission activities between quarterly meetings.

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